

CITY OF FAIRFIELD

2003
MUNICIPAL
SERVICE REVIEW

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City of Fairfield
Department of Planning and Development
Prepared for:
Solano County
Local Agency Formation Commission

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INTRODUCTION

ABOUT THE MUNICIPAL SERVICE REVIEW

Annexation, the process by which land is included within the jurisdictional boundaries of municipalities or special districts, is regulated by Local Agency Formation Commissions (LAFCOs). California State Law AB 2838 directs LAFCOs to conduct a Municipal Service Review (MSR) for all municipalities or agencies which have a Sphere of Influence, and to update it every five years or following a major revision to its general plan or Sphere of Influence.

The Fairfield Municipal Service Review is a statement and analysis of the City's plans for growth, based on the Fairfield General Plan. The focus of the MSR is primarily on ensuring the appropriate timing of new annexations and the efficient provision of public facilities and services. The MSR is also based on and expands upon a previous similar document, the Comprehensive Annexation Plan (CAP).

The MSR serves two primary purposes. First, it provides LAFCO with a context for evaluating the likelihood of significant growth in the City's identified potential annexation areas. Within this context, LAFCO can compare proposed annexations to projected demand for growth and the existing supply of vacant land within the City. Further, LAFCO can consider the annexations in the context of the services provided throughout the county's agencies and municipalities. In accordance with LAFCO requirements, this MSR explains the City's intentions for growth, demonstrates that annexations are needed given realistic growth potential, and shows that additional annexations will not significantly inhibit the timely development of existing vacant land within city limits.

The second purpose is to conform with General Plan policies and programs. The MSR serves as a key element in the City's growth management program, which implements the General Plan. In addition, the MSR continues to implement Program LU 4.1 A of the Fairfield General Plan Land Use Element, which requires regular updates to the CAP.

The provisions and projections contained herein are intended to cover a time frame extending over the useful life of the City's General Plan. This MSR will be comprehensively reviewed and appropriately revised at least every five years to reflect updated information and any changes in the policy direction of the City. This will mitigate the inherent lack of precision in forecasts and plans beyond five years and will ensure a continuously reasonable level of accuracy.

ABOUT LAFCO

LAFCOs are empowered by State Law in Government Code §56000 et seq. The Legislature's stated intent for LAFCOs is to encourage and provide planned, well-ordered, efficient urban development patterns with appropriate consideration of preserving open-space lands within those patterns while discouraging urban sprawl. Accordingly, Solano County LAFCO may approve, conditionally approve, or deny any proposed annexations to the City of Fairfield and has adopted eleven standards for consideration in reviewing specific annexation proposals:

Mandatory Standards:

1. Consistency with sphere of influence boundaries;
2. Annexation to the limits of the sphere of influence boundaries;
3. Consistency with the General Plan, the appropriate specific and areawide plans (if any), and the Zoning Ordinance;
4. Consistency with the Solano County General Plan of proposed reorganization outside of a city's sphere of influence boundary;
5. Requirement for pre-approval (i.e., rezoning, development agreement, specific or areawide plan, etc.);
6. Effect on natural resources;

Discretionary Standards:

7. Relationship to established boundaries, street, roads, lines of assessment, remaining unincorporated territory, proximity to other populated areas, assessed valuation;
8. Likelihood of significant growth and effect on other incorporated or unincorporated territory and conformance to the Comprehensive Annexation Plan;
9. Protection of prime agricultural land;
10. Provision and cost of community services; and
11. Effect on adjacent areas, mutual social and economic interests, and on local government structure.

For additional information on the above standards, see Solano County LAFCO's "Standards and Procedures for the Evaluation of Annexation Proposals" (hereinafter referred to as "Standards").

Solano County LAFCO also has the responsibility for establishing the City of Fairfield's Sphere of Influence. The sphere of influence is the ultimate physical boundary and service area that a local governmental agency expects to serve within the time frame of the local agency's general plan. As stated in Standards 1 and 2 above, it is mandatory that annexation proposals be consistent and within the City's Sphere of Influence. The City's Sphere of Influence is shown on Map 2.

RELATIONSHIP TO THE FAIRFIELD GENERAL PLAN

The City of Fairfield's General Plan was adopted in June 1992. In 2002, the Fairfield City Council adopted a substantial revision to the General Plan. The General Plan is based on a "Livable City" concept. This concept envisions the city developing in relatively compact and efficient land use pattern. In particular, the following are components of the Livable City concept which directly relate to the MSR:

- There will be a strong commitment toward protection of agricultural areas outside the Urban Limit Line and to the separation from other urban areas in the County.
- Future development will largely occur within the existing City limits. Limited development will be proposed outside the City limits, primarily to achieve certain related objectives that are difficult to achieve within the existing city limits.
- Incentives will be provided for concentrated development of infill areas within the existing City boundaries. These incentives will include modifications to development regulations and city fees.
- There will be a greater emphasis than in the past on pedestrian-oriented development and transit-oriented development.
- The City will provide high quality services and infrastructure in accordance with adopted standards.
- Surrounding the City would be greenbelt areas to preserve the sense of separation from the nearby cities of Vacaville, Vallejo, and Benicia.

Implementation of the General Plan is expected to increase Fairfield's 2000 population by about 40 percent, with buildout expected around the year 2030. Future growth will be distributed nearly evenly in the City's western, central and eastern areas.

The General Plan Land Use Diagram includes an "Urban Limit Line" that represents the ultimate limit of urban growth. Policies in the Land Use Element direct that urban development be confined within this Urban Limit Line. The Urban Limit Line represents a commitment on the part of the City of Fairfield to respect the integrity of the surrounding non-urban areas. This intent is an integral part of the Livable City

concept, which envisions Fairfield being surrounded by a greenbelt buffer of open space, clearly separated from the other cities of Solano County. It also protects valuable resource lands from unwanted or premature development. The Urban Limit Line is shown in this MSR on Map 2.

SECTION A: GROWTH AND POPULATION

1. CITY BACKGROUND

Fairfield is located along the Interstate 80 (I-80) corridor in central Solano County between the San Francisco Bay and Sacramento metropolitan areas. The city covers an area of approximately 37 square miles and has approximately 100,226 residents (California Department of Finance 2001). Fairfield is bisected by the I-80 and I-680 corridors, as well as by State Route (SR) 12. Fairfield is bordered by hills to the west, Suisun City and Suisun Marsh to the south, the Vaca Mountains to the north, Lagoon Valley to the northeast, and ranchlands to the east. Fairfield includes the Cordelia area, which is located in the westernmost portion of Fairfield at the I-80/I-680 interchange. Travis Air Force Base, which is located in the easternmost portion of Fairfield, is within the City limits, but is under the jurisdiction and control of the U.S. Air Force.

Fairfield was founded by Robert Waterman in 1856 and incorporated in 1903, after being named the county seat. The United States Air Force built a major base installation on a tract of land located to the east of Fairfield, giving a tremendous boost to the local economy. Travis Air Force Base became one of the major departure points for military units heading for combat in Vietnam. The base was annexed to Fairfield on March 30, 1966.

Since, Fairfield has come into its own as a thriving business and industrial city with the goals of promoting more efficient land development, preserving agricultural uses within the planning area, developing a land use mix that better supports alternatives to the automobile, and promoting compatible uses adjacent to Travis Air Force Base. Fairfield averages approximately one million square feet of office and industrial space construction per year. As of 2002, 33,452 housing units have been built in Fairfield.

a. Annexations since 1980

Following is a list of annexations to Fairfield since 1980. The annexation process includes review by Fairfield's City Council and Solano County LAFCO. Applications for annexations are typically required to be accompanied by a development application as well, in order to evaluate the purpose and implications of the annexation.

YEAR	NAME	ACRES
1980	Hwy. 12 Redevelopment	461
1980	Ennio Belli	26
1980	Woodcreek Unit #8 Lum	41
1980	Andrews	8.5
1982	Greenvale (Citation Homes)	294
1982	Lum/Lum	25.4
1982	Pierce Business Park	37.6
1983	Daniel Harris	1
1984	Hansen-Wolfskill (KAKOR)	153
1984	Locke-Paddon	4.5
1985	Gregory Hill	69
1985	Sunset Oaks	27
1985	Paradise Vly/Cement Ranch	1,046
1985	Dunnel Burton	617.8
1985	Rancho Solano	1,505
1987	LDS Church	2.03
1987	Balestra	28
1987	Hornstein	22
1987	Green Valley Lake	152
1987	Green Valley Meadows	43.6
1987	Upper Mangels	6

YEAR	NAME	ACRES
1987	Upper Mason	293
1987	Green Vale	287
1987	Grimm, Rowe, Ambrose	5.3
1987	Fort George Wright	1.3
1987	Hampstead Pacific	21.3
1988	Oakwood	6.8
1988	Cordelia Weigh Station	32
1988	Patriot Village	50.5
1988	Paradise Valley	3.5
1989	Meridian	9.8
1989	Stondene	6
1992	John Hewatt	12.2
1992	Serpas Ranch	426
1993	Corporation Yard	52.3
1994	Travis Unified (Center)	15
1994	Travis Unified (Vanden)	89.9
1994	Fairfield Institute (LDS)	2.2
1994	Gold Ridge	413
1998	Parker Ranch	34.2
1999	Illinois Street/Penn. Ave.	32.2
2000	Dittmer Ranch/Mangels	19.2
2003	Hidden Meadow	51.4

b. Sphere of Influence Amendments

Following is a list of revisions to Fairfield's Sphere of Influence since 1980.

1992	SOI Revision, consistency with Urban Limit Line
1988	SOI Revision, include Cordelia Weigh Station
1985	SOI Revision, include Rancho Solano

2. POPULATION INFORMATION

a. Past Growth Trends

Fairfield has grown dramatically over the last 50 years from a community of slightly over 1,000 people in 1940 to 102,496 in 2003. This growth rate is testimony to the City's favorable location and desirable living environment. During the most recent 10-year period (1992-2002), the City issued building permits to construct an average of 574 residential units per year. Historic growth figures are contained in the table below:

**Historic Growth Figures
1940-2000**

<u>Year</u>	<u>Population</u>	<u>Housing Units</u>	<u>Population per Household</u>
1940	1,312	not available	not available
1950	3,118	not available	not available
1960	14,968	not available	not available
1970	44,146	11,799	3.74
1980	59,483	18,951	3.07
1990	78,648	27,029	2.91
2000	96,178	31,792	2.98

Note: The large population increase in the period 1960-1970 is due to the annexation of Travis Air Force Base in the mid-1960's.

Source: U.S. Census Bureau

b.,d. Projection of Housing, Population, Jobs at Buildout of Proposed General Plan

Following are the City's projections for future development for buildout of all vacant land under the General Plan.

	Housing	Population	Jobs	Jobs: Housing Ratio
Existing (2003)	34,660	102,496	43,400	1.3
Projected Additions			33,610	
	11,540	33,664		2.9
Projected Buildout Totals	46,200	136,160	77,010	1.6

Source: City of Fairfield General Plan 2002, CA Dept. of Finance

c. Employment Projections

Total jobs in Fairfield are expected to increase 77 percent during the next twenty-five years from 43,400 to 77,010, adding 33,610 jobs.

3. URBAN GROWTH STRATEGY

Purpose

This section explains the City's expansion plans, documenting growth potential, and identifying planned annexations over the remaining lifetime of the City's General Plan (2002-2020). Projections beyond five years are more conceptual and less reliable than estimates for the first five years. Projections beyond 15 years are even more conceptual and less reliable and have been included only for purposes of illustrating the overall direction of the General Plan. The mandatory comprehensive revision of the Municipal Service Review at least every five years ensures a continuously reasonable level of accuracy for the first five-year period.

The Urban Growth Strategy contained herein is important to ensure that the City develops in an orderly and efficient manner consistent with the General Plan. It reflects the timing relationship of the planned annexation areas with the Urban Service Delivery Plan in order to assure that development in newly annexed areas can be provided with public facilities and services in an efficient and timely manner.

a. Population and Housing for Horizon of General Plan

According to the California State Department of Finance, Fairfield had a population of 102,496 and a housing unit count of 34,660 in 2003. The City has prepared a projection for new residential development through buildout of the General Plan, expected around the year 2030. The City's total population is projected to reach approximately 136,160 at buildout. Projections for housing units and population are as follows:

Population, and Housing Projections 2003-2030

	2003	2005	2010	2015	2020	2025	2030
Housing Units	34,660	34,900	37,900	41,000	43,600	45,300	46,600
Population	102,496	105,600	113,800	121,900	129,100	133,600	136,100

Over the next 20 years, the city anticipates housing development of about 600 units per year. As the city approaches buildout, the rate is expected to slow as development focuses on smaller infill sites. The 600-unit average for the coming 20 years is similar to the most recent 10-year annual average of 574.

Existing General Plan Policies Regarding Annexation

General Plan Policy PF 1.2 (contained in the Public Facilities Element) addresses the ordering of annexations:

Policy PF 1.2

Encourage the concurrent (as opposed to piecemeal) annexation of adjacent unincorporated properties in order to facilitate the formation of assessment districts, Mello-Roos districts, and other financial mechanisms which will provide public facilities in an efficient and effective manner.

Consistent with this policy, the identified planned growth areas represent the largest groupings of individual properties that could be logically considered single annexation areas. Although actual annexations do not have to occur in the concurrent manner shown in this Municipal Service Review, they shall be considered the City's preference and are encouraged to the extent possible and feasible.

b. Planned Growth Areas

New growth is planned in all areas of the city. A significant majority of anticipated development will occur on land that is already in the City limits. Certain areas, however, are targeted for annexation. Certain areas are proposed for annexation in order to eliminate unincorporated islands surrounded by the city. Other annexations are proposed to achieve specific objectives that are either less feasible through infill development or not feasible at all. Examples include acquisition of lands for public open space north of the City and on Nelson Hill, development of a transit-oriented node around a future train station adjacent to the existing City limits, and completion of the circulation network in north Cordelia.

c. Probable Annexations

Sixteen areas, totaling approximately 4,000 acres, have been identified as probable annexations to the City of Fairfield during the remaining life of the City's General Plan. Twelve of these areas, totaling some 786 acres, have been identified with the potential to be annexed within the first five years of the Municipal Service Review (25 acres of which are in island annexations). The largest of the City's potential annexation areas (The Rancho Solano North Master Plan Area and the Technology Park) are listed as likely to be annexed beyond five years.

Potential Annexation Areas: One to Five Years

Generally, the growth areas listed in this category are those that meet the following criteria: 1) the property can efficiently be served by City services and utilities upon annexation or shortly thereafter, 2) the property is adjacent to existing city limits on two or more sides, 3) significant development of the property (50 percent or more) is expected within ten years of annexation, 4) annexation of the property is consistent with the City's General Plan and Urban Service Delivery Plan, and 5) the annexation represents the most logical extension of city limits.

Also included in this category are all the unincorporated islands (lands surrounded on all sides by the City). They have been included in the first five-year period because island annexations represent the most logical next step in extending city limits. The City will encourage the early annexation of all unincorporated islands by keeping them in this category until annexed.

The City does not expect, nor does it advocate, that all of the properties listed within this category be annexed within the first five-year period. Rather, any one area or combination of areas listed may be eligible for annexation during the first five years, much depending on the property owner's plans for the property. The City has flexibility in pursuing the highest quality development possible by being able to decide whether or not to support annexation requests on a case-by-case basis, especially when entitlements or resources are limited.

The probable annexations are listed below by tentative annexation name (subject to change), location, size (in acres) and General Plan land use designation. .

General Annexations

A. Lower Nelson Hill

**approximately 8 acres
0 potential dwelling units**

This potential annexation comprises approximately eight acres of relatively flat land at the base of Nelson Hill. The site is located on the west side of the hill, adjacent to the Scandia amusement center. The General Plan identifies this site as a part of a Special Study Area encompassing all of 234-acre Nelson Hill. The General Plan requires that a master development plan be prepared for the entire Study Area, prior to annexation of this small portion of the hill. The remaining 226 acres on Nelson Hill are identified as a potential annexation beyond the first five years of the Municipal Service Review (see Annexation Area N).

B. Sheldon Oil

**approximately 16 acres
0 potential dwelling units**

This site is located west of Ledgewood Creek, south of the Southern Pacific Railroad, and north of Pennsylvania Avenue at the boundary of the Suisun Marsh Protection Plan Boundary in south Central Fairfield. The site is vacant and is designated for Limited Industrial in the General Plan.

C. Parker Ranch

**approximately 172 acres
243-432 potential dwelling units**

This site is located south of Air Base Parkway, between Walters Road and Travis Air Force Base. The site is located immediately east of a 32-acre site annexed in 2000. It is designated by the General Plan for Mixed Use and will contain residential development, open space, and commercial uses. Development is expected to begin immediately upon annexation or shortly thereafter.

D. Peabody-Walters Master Plan Area

**approximately 492 acres
738-1,177 potential dwelling units**

This potential annexation comprises the most of the remaining unincorporated land governed by the Peabody-Walters Master Plan. The City seeks the early annexation of this area in order to begin converting this area to be consistent with the Peabody-Walters Master Plan. Approximately one-third of the area is located west of Peabody Road north of Cement Hill Road and is designated for service commercial and industrial uses. Remaining portions of the area are located east of Peabody Road. Six acres located at the northeast corner of the Union Pacific Railroad tracks and Peabody Road are designated for a future train station and related commercial uses. Land to the north and south of the tracks is designated for a combination of technology, office and residential uses. Approximately 35 acres of land subject to the Peabody-Walters Master Plan is proposed for annexation beyond the first five years as a part of Annexation Area O (Technology Park).

E. Dittmer Road

**approximately 14 acres
0 potential dwelling units**

This site comprises six parcels located west of Dittmer Road, immediately south of Interstate 80. Although the area is not a true "island" of unincorporated property, it is nearly enclosed by the City limits. The small portion of the site which is not enclosed by the City is bounded by Interstate 80. As a result, the only options for direct access to the site is from city streets. The area is designated for limited industrial uses.

Island Annexations

Properties surrounded on all sides by incorporated lands (unincorporated "islands") are included in the 1-5 year category. The City encourages the early annexation of these lands in order to promote orderly and logical patterns of development and the efficient provision of urban services and utilities. The unincorporated islands will remain in the 1-5 year category until annexed.

F. Pienovi/Koros

**approximately 8 acres
64-120 potential dwelling units**

The two properties involved in this annexation area are located on the west side of Suisun Valley Road, slightly south of Oakwood Drive in north Cordelia. There is a single-family house on each parcel. The General Plan designation is Medium Density Residential. Each parcel is under different ownership.

G. Woolner/Hamilton

**approximately 1 acre
5 potential dwelling units**

This annexation area is made up of five parcels under four ownerships on the south side of Woolner Avenue and on the west side of Hamilton Drive in southwest Central Fairfield. The parcels are occupied by single-family homes and are designated Low Density Residential by the General Plan.

H. Grant/Buss

**approximately 2 acres
3 potential dwelling units**

This annexation area is comprised of two parcels under different ownership located on the east side of Gregory Street, approximately 400 feet south of Texas Street. The properties are designated by the General Plan for Public Facility and High Density Residential.

I. Cross/Fairfield Vicinity Streams Project

**approximately 5 acres
39-73 potential dwelling units**

This annexation includes two adjacent properties east of Sunset Avenue, between Tabor Avenue and Travis Boulevard. The site to the west is occupied by a single-family house and commercial building; the site to the east is traverse by a major drainage ditch. The site is designated for Medium Density Residential by the General Plan. Each parcel is under different ownership.

J. Covey/Woodruff

**approximately 2 acres
17-32 potential dwelling units**

This annexation area is made up of two properties under different ownership located at the southeast corner of Sunset Avenue and Travis Boulevard in Central Fairfield. It is surrounded on all sides by incorporated lands. The land is currently occupied by one single home on each lot. The General Plan designates the site for Medium Density Residential.

K. Divincenzo/Miller

**approximately 7 acres
0 potential dwelling units**

This annexation includes two adjacent properties south of Dobe Road in the Northeast/Travis Area. The parcel to the east is occupied by a storage facility built under County zoning while the parcel to the west is vacant. The General Plan calls for a mixed use development of commercial and light industrial in the area. Each parcel is under different ownership.

Potential Annexation Areas: Beyond Five Years

Annexation areas included under this category are those that have been determined to be less immediate than those listed above. Generally, these growth areas are those that extend farther from existing city limits or those for which the City anticipates greater difficulty in efficiently providing utilities and services.

Under extreme circumstances, these annexations can occur sooner than five years provided the five criteria listed for growth areas expected to be annexed within five years are met. However, in order to be annexed, certain other annexations may need to occur either concurrently or prior to the annexations listed below as described in the text that follows.

L. Dittmer West

**approximately 247 acres
0-50 potential dwelling units**

This site is located on the west end of the City, north of Highway 12. The site is adjacent to the city limits on its south and southeast side. The site is occupied by one residence. The General Plan designates the annexation area for a variety of uses, including Very Low Density Residential, Highway Commercial, and Open Space.

M. Remainder of Nelson Hill

**approximately 236 acres
425 potential dwelling units**

Nelson Hill is located east of Interstate 680, south of Interstate 80, and north of the South Pacific Railroad. The hilltop was quarried for nearly 100 years. A City water reservoir is located at the northeast corner. The site is adjacent to city limits on the north, west, and south sides. It is designated by the General Plan for low-density residential/open space uses and requires a

master development plan be prepared for the entire site. Approximately eight acres at the base of Nelson Hill is identified in the Municipal Service Review as a potential annexation during its the first five years (see Annexation Area A). This portion would be master planned in conjunction with the remaining 236 acres described here.

N. Rancho Solano North

**approximately 1,930 acres
300 potential dwelling units**

This annexation area is located west of Interstate 80 and north of the Rancho Solano and Rolling Hills subdivisions. The lands are currently vacant and require an areawide plan prior to development. The precise boundaries of this annexation have not been established. Changes in the annexation boundaries may be proposed following completion of the areawide plan. (Note: This annexation area was not included in the Sphere of Influence for the City of Fairfield adopted by LAFCO on October 8, 1992).

O. Technology Park

**approximately 800 acres
0 potential dwelling units**

This annexation area is located north of Travis Air Force Base, on the west and east sides of Vanden Road. Land in this area will be available for development of a technology-oriented industrial park and office uses. Portions of the area are constrained by a variety of environmental factors. Prior to annexation, the City may prepare a more detailed study to assess these constraints and other factors related to development of a technology park. Depending on the conclusions of the study, the boundaries of the annexation area may be adjusted.

Note: approximately 8,000 acres are located inside the Urban Limit Line and designated Travis Reserve. The city does not anticipate annexation of any land in the Travis Reserve. This area is intended for expansion of Travis Air Force Base or construction of a non-military airport only.

In addition, a 1.36-acre parcel at the corner of Rockville Road and Interstate 80 and the Old Cordelia area are both within the Urban Limit Line but have not been listed in any of the above annexation categories. Annexation of these areas is not foreseen by this Municipal Service Review. The status of these areas will be reevaluated during the next update of this Municipal Service Review.

d. Areas of Critical Concern

Specific elements of the General Plan, such as the Agricultural Preservation Element, the Travis Protection Element, and sections of the Open Space and Conservation Element, set forth policies to protect lands from future development. Also, lands that are to be protected from development have a land use and/or general plan designation that strictly limits development potential.

The General Plan designates an area surrounding the east side of Travis Air Force Base as Travis Reserve. This area is set aside for future expansion of Travis Air Force Base only. If the status of the base changes, the construction of a non-military airport and support uses may be permitted in the Travis Reserve. No residential uses will be permitted in the Travis Reserve. Until a military or airport use is proposed for land with the Travis Reserve designation, the City supports its continued use for agriculture and grazing.

A 19,000-acre area southeast of the base, a portion of which is known as Wilcox Ranch, is a critical area for biological preservation and base preservation. The city, together with the county, has purchased a 1,845 portion of it from the Nature Conservancy. This ecologically sensitive land is to be used for carefully managed grazing and otherwise set aside for preservation. In the event the airbase needs to expand, this land may be used to that end following environmental review.

As discussed in the Agricultural Preserve Strategy which follows, the General Plan has limiting policies on the development of agricultural lands.

4. AGRICULTURAL PRESERVE STRATEGY

a. Identification of Prime Agricultural Lands within the City's Sphere of Influence

The Environmental Impact Report for the City's Comprehensive Amendment to the General Plan identified 1,179 acres of prime agricultural lands within Fairfield's Urban Limit Line. All this land is either within the existing City limit or planned to remain in some sort of open space use and has only been included in the Urban Limit Line as a part of the City's open space planning strategy.

b. Identification of Prime Agricultural Lands Under Williamson Act Contract within the City's Sphere of Influence

CONTRACT NUMBER	ASSESSORS' PARCEL NUMBER	ACREAGE	CONTRACT NUMBER	ASSESSORS' PARCEL NUMBER	ACREAGE
East Fairfield Area			West Fairfield Area		
45*	167-25-04	150	5	27-401-030 (in City Limits)	5
	174-09-10	8			
	174-09-11	37			
	174-09-12	6	97	148-26-01	128
	174-09-13	39		148-27-01	13
	174-09-14	44		Subtotal	141
	Subtotal	284			
55	167-22-03	62	214	148-22-01	48
56	167-05-03	68	1098*	148-21-02	14
				148-22-02	0.5
407	174-15-08	33		148-22-03	15
				148-22-04	8.5
508*	167-26-02	40		Subtotal	38
	167-26-17	18			
	167-27-08	6	1100*	148-27-25	42
	Subtotal	64			
535*	174-09-09	158	771	180-09-01	215
				180-09-04	72
				Subtotal	287
1008	42-04-12	120	96	180-10-01	508
	42-10-01	441			
	42-10-04	120	1046	180-09-02	317
	174-13-01	289		180-36-02	663
	174-13-05	73		Subtotal	980
	174-14-02	192			
	174-15-03	451	West Fairfield		
	174-15-09	63	Subtotal		2,046
	Subtotal	1719			
1214	174-21-04	158	TOTAL ACREAGE UNDER		
			CONTRACT		4,746
1215	174-21-05	154			
East Fairfield					
Subtotal		2700			

* City Protest filed.

All Williamson Contracts within the City's Sphere of Influence are currently active, according to the Williamson Act Contract Maps prepared by Solano County (1/2000-12/2000).

c. Policies Guiding Future Growth from Agricultural Preserves within the City Limits

The City's preservation policies contained in the General Plan are broad and comprehensive. Having realized that the community's sense of identity and quality of life are closely associated with the natural setting surrounding Fairfield, the City adopted an Agriculture Element for its General Plan. This optional element includes the City's goals, policies and programs aimed at protecting valuable agricultural lands around Fairfield from the rapidly increasing development pressures within the region. The intent of the City to preserve productive agricultural lands is also embodied in policies and programs described earlier regarding encouragement of infill development rather than annexation. Following are key objectives, policies, and programs aimed specifically at protecting prime agriculture lands:

Objective AG 1

Support preservation of existing agricultural lands.

Policy 1.1

Preserve agricultural enterprises by supporting right-to-farm policies, and separating and buffering agricultural lands from new development areas.

Policy AG 1.2

Provide economic support for permanent commitment to agricultural uses.

Program AG 1.1A

Provide economic supports for growers: low interest loans, farmers markets, tax reforms, and water subsidies, in exchange for long term commitment to agricultural use

Program AG 1.2B

Support the Solano County agricultural preserve program and a strong county right-to-farm ordinance.

Program AG 1.2C

Encourage development of agriculture processing and handling industries.

Policy AG 1.3

Maintain current agricultural zoning in the area east of Travis Air Force Base, including the Jepson Prairie.

Policy AG 1.4

Permanently preserve productive agricultural lands within the Suisun Valley by continuing to direct new urban development away from the Suisun Valley.

Program 1.4A

Where land is identified as prime farmland, farmland of statewide importance, or unique farmland on the most recent Important Farmland maps prepared by the California Department of Conservation is proposed for conversion to urban uses, the City shall arrange for preservation of an equal amount of the same class of farmland within the area. Such arrangement may be through fee purchase, purchase of conservation easements, payment of an in-lieu fee, or other mechanism.

Policy AG 1.5

Strongly reaffirm the City of Fairfield's commitment to the basic goals of the 1974 Agreement between the City of Fairfield, Solano County Flood Control and Water District, and the Solano Irrigation District

(the "SID Agreement"), and actively participate in any local measures that promote preservation of agriculture adjacent to Fairfield.

Program AG 1.5A

The City shall, in cooperation with Solano County and the Solano Irrigation District, initiate and support an extension of the SID Agreement beyond its current expiration date of January 1, 2006.

Policy AG 1.6

What is Urban shall be municipal, and what is rural shall be within the County. Any urban development requiring basic municipal services shall occur only within the incorporated City and within the urban limit line established by the General Plan.

Policy AG 1.7

Annexation areas contained in the City's Comprehensive Annexation Plan which contain prime agricultural soils shall be given a lower priority than annexation areas without prime agricultural soils with the same land use designation or intended use unless: a) this would not result in orderly development patterns (i.e. pockets of prime agricultural soils surrounded by land developed with urban uses), or b) the annexation area is within an area designated for development by the General Plan, or c) the prime agricultural soils contained within the annexation area are not planned for urban development.

Policy AG 1.8

Annexation proposals should not be processed while there is an active California Land Conservation Act ("Williamson Act") contract(s) on a substantial portion, being 50 percent or more, of the subject property or until a cancellation has been filed with Solano County and less than five years remain on the life of the contract. Exceptions to this policy may be made under the either of the following circumstances: a) for properties where development will result in the permanent preservation of substantial (50 percent or more of the subject annexation area) amounts of agricultural land or open space; or b) for those properties whose Williamson Act Contracts were protested by the City prior to adoption of the City's 1998 Comprehensive Annexation Plan.

Policy AG 1.9

Annexation proposals that are within one of the City's Open Space Planning Areas (OSPA's) that contain prime agricultural soils shall be first reviewed by the Open Space Commission for their review and comment.

Objective AG 2

Encourage the preservation and expansion of the local agricultural economy.

Policy AG 2.1

Cooperatively work with farmers, property owners, universities, colleges, and agricultural organizations and agencies to enhance the viability of agricultural uses and activities.

Program AG 2.1 A

Continue to sponsor the Downtown Farmers Market and other related activities that promote local farming and agriculture.

Policy AG 2.2

Coordinate open space preservation and conservation programs with economic development programs to enhance agriculture.

Policy AG 2.3

Development shall not encroach upon or consume productive cropland in areas such as the Suisun Valley.

Policy AG 2.4

Attract industry that complements and supports the local agricultural economy.

Objective AG 3

Achieve a pattern of development that reinforces the City's desired image.

Policy AG 3.1

Encourage the preservation of agricultural land surrounding the City and permanently preserve agriculture in the Suisun Valley.

Program AG 3.1A

In cooperation with Solano County, establish a permanent agricultural buffer between urban development in Fairfield and agriculture in Suisun Valley. The City shall seek to establish such a buffer through the acquisition of fee title, development rights or conservation easement(s). Agriculture and recreational uses will be allowed within the buffer. The City may choose to lease back to farmers any lands acquired by the City.

This buffer shall incorporate existing landforms and features, such as the ridges east of Mankas Corner Road and Clayton Road, and groves of trees so as to take advantage of these features to visually screen development from the Valley. If existing features prove inadequate, the development shall use trees, berms, and other methods to minimize visibility from the Valley.

Program AG 3.1 B

The City, in cooperation with the County, shall establish similar buffers between productive permanent agricultural lands and development in other areas undergoing development.

Program AG3.1 C

The City shall continue to work with the County to plan for the preservation of the hills to the west of Suisun Valley as open space.

Policy OS 2.4

Preserve open space and agricultural lands in Open Space Planning Area 2 in accordance with the Green Valley Settlement Agreement, for as long as the Agreement remains in effect.

Rancho Solano North Master Plan Area Policy 5 of the Land Use Element

New development and traffic improvements shall not conflict with the existing agricultural and farming activities in Suisun Valley.

Rancho Solano North Master Plan Area Policy 6 of the Land Use Element

New development shall be physically separated from farmland and agricultural uses. In order to protect existing farmland and farming activities from urban development, an open space and recreation buffer shall be established along the perimeter of the Valley. Only agricultural or passive recreational uses will be allowed in this buffer.

Rancho Solano North Master Plan Area Policy 7 of the Land Use Element

No new streets shall be built which intersect Clayton Road. All new roads and streets serving new development shall connect into the existing City street system.

The General Plan Land Use Diagram reflects the resulting land use development pattern that minimizes the conversion of prime agricultural land. The regions' largest area of prime agricultural land, the Suisun Valley, is located outside the City's Urban Limit Line and Sphere of Influence, and is subject to an agreement with the Solano Irrigation District which prevents the City's water service from being extended into the Valley. These measures provide substantial protection from encroaching development.

In order to minimize the premature conversion of the identified prime agricultural lands within the City's Sphere of Influence to the greatest extent possible, the policies shown below have been developed to supplement those contained in the General Plan. The Urban Growth Strategy reflects these policies.

1. No lands outside the City's Urban Limit Line will be designated as a potential annexation area.
2. Annexation areas with prime agricultural lands, as identified in this chapter, shall be given lower priority than annexation areas without prime agricultural lands with the same land use designation or intended use(s), unless: a) this would not result in orderly development patterns (i.e. pockets of prime agricultural lands surrounded by lands intended for urban development), or b) the prime agricultural areas contained within the annexation areas are not planned for urban development.
3. The amount of time a piece of undeveloped prime agricultural land has been out of active agricultural production should not, by itself, be considered a significant factor in the decision to approve a proposed annexation. (The intent is to discourage property owners and/or developers from prematurely taking prime agricultural land out of active production only for the purpose of demonstrating a lack of need for the land as agriculture.)
4. Annexation proposals within one of the City's Open Space Planning Areas (OSPAs that contain prime agricultural lands as identified in this Municipal Service Review shall be first reviewed for consistency with the City's Open Space Approval Guidelines.

5. INFILL STRATEGY

PURPOSE

Infill refers generally to the development of vacant lands that have already been annexed to Fairfield city limits as of the adoption of this Municipal Service Review.

The purpose of this chapter is to facilitate Solano County LAFCO's determination as to whether a proposed annexation will significantly affect the City's ability to meet its infill goals and whether it will result in the premature conversion of open space. The information contained herein outlines the City's policies and practices promoting infill and the effective measures the City is taking to ensure development of vacant lands within the city limits. Also discussed are the particular circumstances of the City that may impact the infill of incorporated vacant lands. This, in conjunction with other appropriate considerations, will allow LAFCO to assess the City's progress on its infill goals when determining if particular annexation proposals are premature.

a. Inventory of Vacant Lands within City Limits

- i. As of January 2003, there were approximately 3,212 acres of vacant land within existing city limits as listed in the following table and shown on Map 6. Citywide, the majority of vacant lands are designated for residential and industrial development (roughly 53 and 30 percent, respectively) while vacant commercial lands comprise 15 percent of the total.

ACRES OF VACANT LAND WITHIN CITY LIMITS*
JANUARY 2003

Residential	Acres	Number of Units
Very Low Density	197	246
Low Density	244	791
Low-Medium (Cap) Density	37	137
Low-Medium Density	576	3,306
Medium (Cap) Density	66	609
Medium Density	140	1,395
High Density	61	1,296
Very High Density	10	327
Residential Subtotal	1,331	8,168

Commercial	
Neighborhood	24
Community	38
Service	158
Highway & Regional	208
Office	50
Mixed Use	77
Commercial Subtotal	555

Industrial	
Technology Park	0
Business & Industrial Park	315
Limited	687
General	21
Industrial Subtotal	1,023

TOTAL ACRES 3,212

*Does not include Public Facilities, areas identified with significant environmental constraints (e.g., wetlands) or land planned for permanent open space.

ii. Approved Residential Projects (April 2003)

The table below reflects the total number of unbuilt units remaining on approved tentative maps.

Area	Lots Remaining
Cordelia	1,998
NW of I-80	376
East of I-80, N. of Airbase	2,092
East of I-80, S. of Airbase	93
TOTAL	4,559

iii. Agricultural Preserve Contracts in the City Limits

Due to Fairfield's General Plan policies protecting agricultural land, there is no land with an agricultural preserve contract in the city limits.

b. Factors Which May Impede Development of Vacant Annexed Land

There are a number of factors that may impede development of vacant lands already within city limits that need to be considered in evaluating the City's progress towards infill development, particularly for those factors beyond the direct control of the City. Possible impediments include:

- **Delays in State or Federal funding and/or approvals.** This primarily affects development in areas with planned freeway interchanges and lands under jurisdiction of the Fairfield Vicinity Streams Project that are at least partially dependent on State and or Federal funding sources.
- **Site-related constraints.** Examples of site-related constraints include slope, soil instability, presence of toxic chemicals, proximity to vicinity streams or wetlands, poor location and/or access, inadequate parcel size, etc. Even when these constraints can be mitigated through engineering and site work, the associated cost is usually prohibitive, sometimes making development infeasible.
- **General Plan or zoning designation.** The property's land use designation may be inconsistent with the desires or plans of the property owner and/or developer, or may be such that development consistent with the land use designation is not financially feasible.
- **Owner reticence and/or lack of funds.** The property owner may simply desire to hold onto the property for investment purposes or other and personal reasons. A shortage of financial and other resources to properly develop the land can be a contributing factor as well.
- **Regional Competition for Development.** Many nearby communities compete with Fairfield for a share of the development coming into the region. Stiff competition from other nearby communities with adequate land for the same kind of allowable uses results in less overall development in the City, especially in unstable or slow economic times.
- **Unfavorable market conditions and/or a weak economy.** The recession of the early 1990s slowed residential development to well below the historical average. Although the economy is currently entering a period of expansion, a future recession could impede the demand to develop vacant residential land.
- **California Land Conservation Act (Williamson Act) Contracts.** A few of the vacant properties within city limits may have active Williamson Act contracts. This specifically precludes them from developing the property until the contracts are no longer valid.
- **Inadequate public improvements.** Some properties may not yet have access to public utilities and services such as water, sewer, storm drainage, etc. and cannot develop until the necessary improvements are made.
- **Fragmented ownership.** Some of the properties are located in areas that are under many different ownerships. This makes implementing a coordinated development plan very difficult, particularly in large areas.
- **Phased development.** Some of the vacant lands are part of a development that is being built in planned phases. This occurs more often when the total project is very large or when only one property owner/developer is involved in the project.

c. Promoting Infill Development

Existing Policies

The City's General Plan strongly emphasizes efficient use of land and infill development. The following are objectives, policies and programs in the General Plan that encourage infill development and compact growth:

Program LU 4.1 A

Update the Comprehensive Annexation Plan every five years or when there are significant changes. Incorporate infill development and agricultural preservation policies into the Comprehensive Annexation Plan update, according to the standards of the Local Agency Formation Commission.

OBJECTIVE LU 18

Encourage Infill Development and Compact Growth.

Policy LU 18.1

Utilize land within the existing urban limits as efficiently as possible, allowing for a wider variety of housing types and densities within the same zone district, and economical use of public services and infrastructure.

Policy LU 18.2

Provide incentives and support projects that are designed to encourage compact growth and higher densities while providing amenities such as bike paths, parks and pedestrian parkways as densities increase.

Program LU 18.2A

Amend the Zoning Ordinance to facilitate development of projects with higher densities and increased number and quality of pedestrian and transit-oriented amenities.

Policy LU 18.4

Establish a program to reduce fees for infill development which meets a predetermined set of development criteria consistent with the City's goals for compact growth.

Program LU 18.4B

Encourage secondary dwelling units on existing owner-occupied single-family lots, to accommodate the housing needs of the extended and multi-generation family and to provide an affordable housing alternative in existing neighborhoods. (See Policy HO 2.8)

OBJECTIVE 19

Encourage intensification in downtown and central Fairfield

Policy LU 19.1

Reinforce the economic vitality of the core by maximizing the number of residents in close proximity to it, and encouraging development of new ownership housing opportunities in downtown.

Policy LU 19.2

Encourage the development of live-work spaces in the CD and CM districts in downtown Fairfield.

Program LU 19.2A

Provide economic incentive (taxes, priority in participation in MCC's, etc.) for development of new mixed-use residential and commercial retail development in the CD and CM districts downtown.

Program LU 19.2B

Re-designate vacant land within Central Fairfield, in particular the RM district south of downtown, for higher density uses and mixed use and provide incentives for assembling smaller parcels to create feasible infill projects.

Program HO 1.2 A

The City will identify sites that are suitable for infill and redevelopment. The size, General Plan, and zoning designation of these sites will be compiled in a report on infill development potential.

OBJECTIVE UD 7

Encourage more efficient use of nonresidential land.

Policy UD 7.1

Develop guidelines for new community commercial centers that encourage:

- A minimum FAR of .5;
- 60% of arterial frontage and 100% of street front have building within ten feet of the property line; and
- 20% of the square footage be housing.

Policy UD 7.2

Evaluate the City's current standards for parking and recommend measures to reduce the amount of land area devoted to parking on new projects.

Policy UD 7.3

Encourage shared use of parking facilities and promote planning for land uses that can utilize the same parking area at different times.

Past Practices

The City has undertaken the following actions in the past to promote infill development:

- General Plan Revisions

In 2002, the City adopted a revised vision for the General Plan which eliminated certain areas that had previously been proposed for annexation. In addition, many of the objectives and policies listed above were added to the General Plan.

Redevelopment Plans and Action Programs

The City takes an active role in promoting development on vacant lands within city limits, particularly commercial and industrial properties within redevelopment areas. Primarily through the Economic Development Division of the Department of Planning and Development, the City routinely sends out Request for Qualifications (RFQs), Request for Proposals (RFPs), and information packets regarding available properties in the City. The City may also attend trade shows, put together tours, and call prospective businesses/builders about locating in Fairfield. The City may provide incentives in the form of favorable financing, Industrial Development Bonds (IDBs), loans from the Revolving Loan Fund, etc. In some cases, the Redevelopment Agency may also pay for the off-site improvements.

Residential parcels do not require the same type of marketing as commercial and industrial properties. This is because much of the vacant lands are under ownership that, for one reason or another, does not yet desire to develop the property. However, the long-term demand for housing will undoubtedly result in ultimate development when the timing, financing, economy, etc. are right. The City offers financial assistance in the form of Redevelopment and Block Grant funds to develop some of these properties.

The efforts of the Redevelopment Agency extend beyond marketing and managing the disposition of land. Infill opportunities are severely reduced when an area suffers from blighting influences such as decaying public and private improvements, the lack of greenery, harsh appearance, the absence of color, and the lack of community identity. These factors create a poor business environment and discourage private investment. The Redevelopment Agency implements actions that facilitate private and public projects and programs designed to reduce blighting influence, create new jobs, enhance the tax base, and improve the professional image of a project area. This may include infrastructure contributions, assessment payments, financing assistance, land acquisition, site remediation, preparation of economic, planning, design or environmental studies and contracting for related services, permitting assistance and other facilitation techniques as needed. The City has five redevelopment project areas, as shown on Map 7.

- Infrastructure and Other Capital Improvements

The City ensures that the installation, maintenance, and upgrade of infrastructure and other capital improvements to extend municipal and other urban services to new unserved areas is done in a timely manner. The City's ability to make sure that the necessary facilities and services are provided effectively mitigates the infrastructure-related impediments.

- Changes in Regulations and Land Use Policies

When certain conditions exist, the City may consider amending its General Plan or a property's zoning to facilitate infill development. In addition, the Department of Planning and Development has streamlined its application and permitting procedures two times during the 1990s in order to make the development process easier and quicker, thereby indirectly encouraging the development of parcels that are otherwise ready for development. The adoption of the comprehensive Zoning Ordinance update in 1999 has further simplified the development process.

- Housing Programs

The City has a number of housing programs contained in the General Plan Housing Element that indirectly promote infill development by attempting to meet the housing needs of many different types of people. A considerable amount of these housing programs concentrates on areas already within the City rather than those currently outside the City and make possible some projects that might otherwise never happen.

Through reinvestment and financial assistance, the Redevelopment Agency promotes infill development in housing areas. By reducing blight by rehabilitating or rebuilding dilapidated structures and infrastructure and by providing the opportunity for private investment to lower income residents (i.e., first-time homebuyers program), neighborhoods are revitalized and land which may have remain unused becomes a sound investment. Examples of such efforts include the Ellsworth Court project, which will replace a marginal trailer park with new single-family housing, and the Michigan Street project, which provided a new single family home to a low-income family on a remainder parcel, which stood vacant for more than 30 years.

- Multifamily Housing Sites Study

In 2002, the City completed a study identifying all vacant property within the city limits with the potential for multifamily residential development. The study rates each site for development feasibility and provides pertinent information such as location, site size, allowable density and potential number of units that can be built. The study is available to the public, and is used by city staff to provide information to potential developers.

- Vacant Residential Land Survey

At least once per year, the city updates its survey of vacant residential land. The survey identifies existing residential projects with vacant parcels as well as vacant single and multifamily properties on which no residential development has occurred. The study identifies the maximum number of units that could be built, factoring in all existing development rights (e.g., General Plan, development agreements, zoning, tentative and final maps, etc.). This survey is available to the public, and is used by city staff to provide information to potential developers.

Measuring Progress Towards the Infill Goal

At the time of an annexation request, the city will evaluate its progress towards meeting the infill goal. The annexation request will not be approved unless the City Council determines that significant progress is being made, unless there are intervening factors that impede the development of vacant infill lands. The City Council may opt to implement one or more of the following options to eliminate obstacles to infill development. (Note: The items listed below are suggested options only and are not exclusive.)

Future Options to Eliminate Obstacles and Promote Infill Development

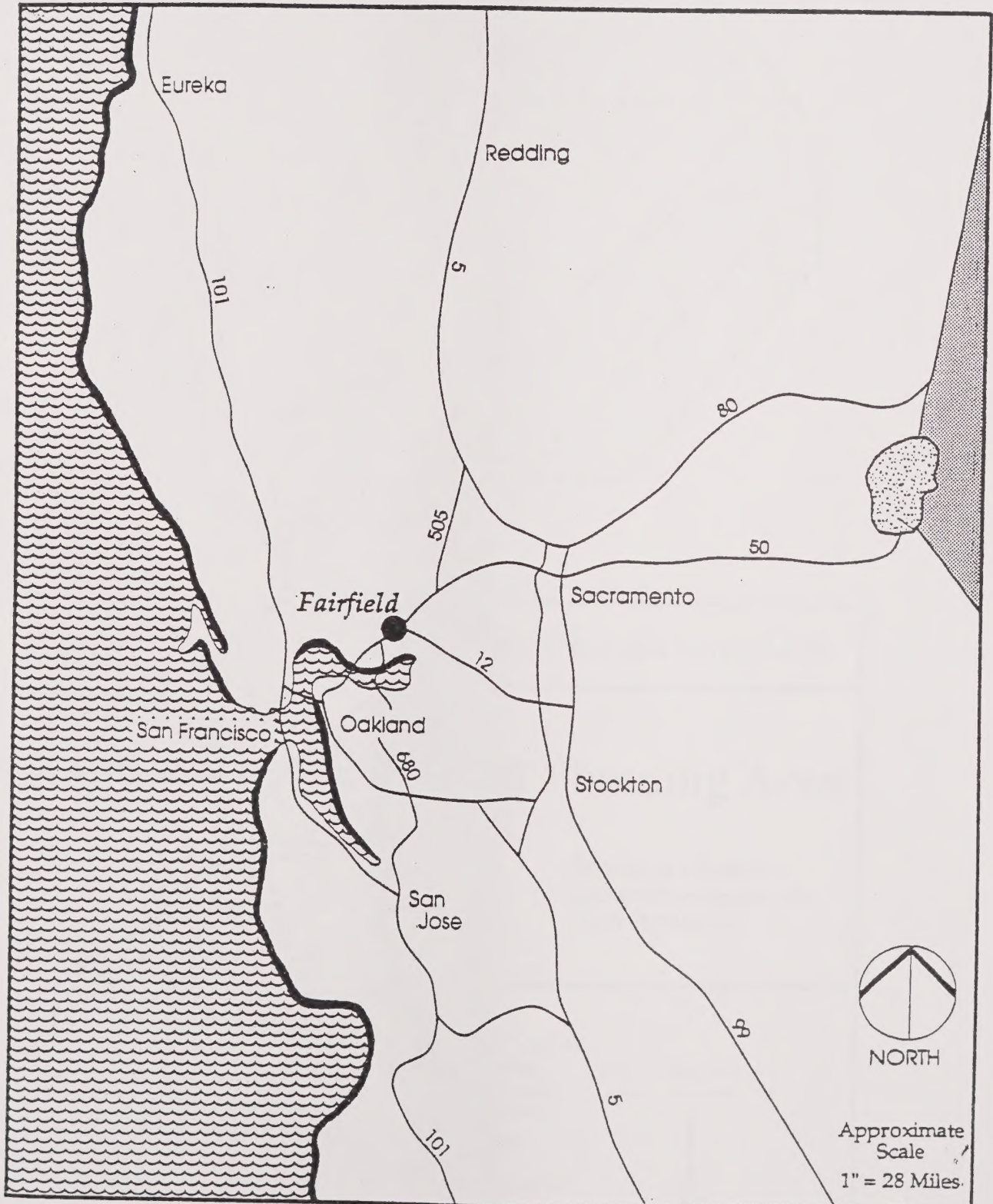
- **Option 1.** Require market analyses for new residential annexation proposals to consider the impact of the availability of infill land on the sales prices of new homes.
- **Option 2.** Appropriate a greater proportion of available resources, including Community Development Block Grant (CDBG) funds, to assist in the construction of residential units on infill lots, especially for low and moderate-income households. Additionally, more CDBG funds can also be used to install the necessary infrastructure.
- **Option 3.** Emphasize the use of Redevelopment Set-Aside funds to assist in the construction of residential units on infill lots for low and moderate-income households.
- **Option 4.** Encourage developers to develop infill properties by providing incentives to the owners of vacant annexed lands, which may include additional density bonuses, reduced development fees, etc.

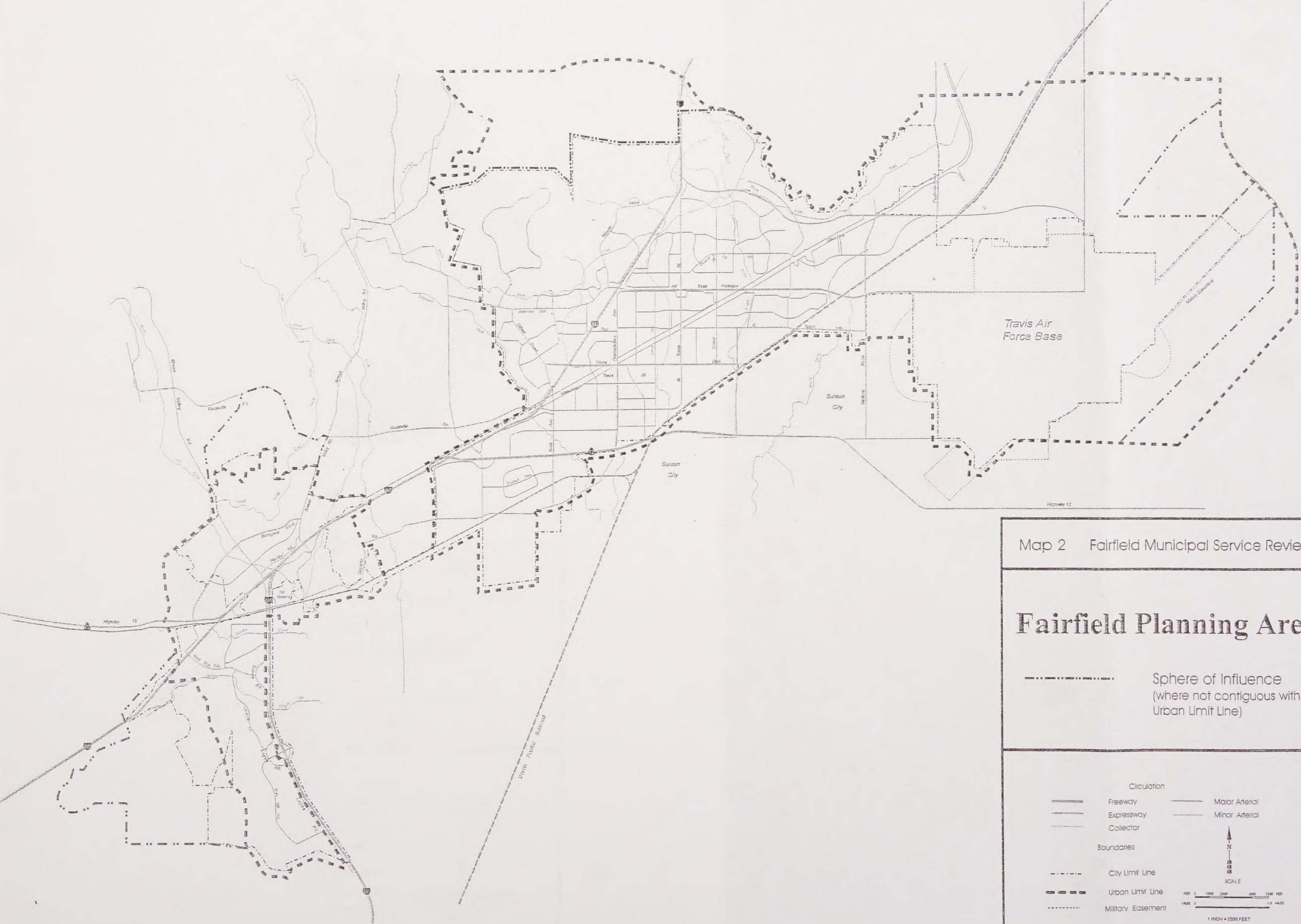
d. Numerical Goals for Residential Infill Construction

The infill goal of this Municipal Service Review is to infill at least 80 percent of the vacant residential land identified in this Municipal Service Review by the year 2020. Based on projections for development on infill sites, this would require approximately 384 infill units to be built per year.

For the 2002 CAP (Comprehensive Annexation Plan, now called Municipal Service Review), the City's goal was to construct 540 infill units per year. During the approximately one year this CAP was in effect, the City issued permits to construct an average of 788 infill units— well exceeding this goal.

Regional Setting

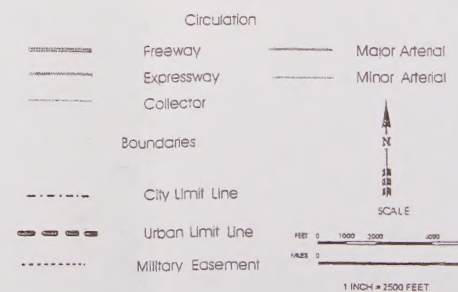


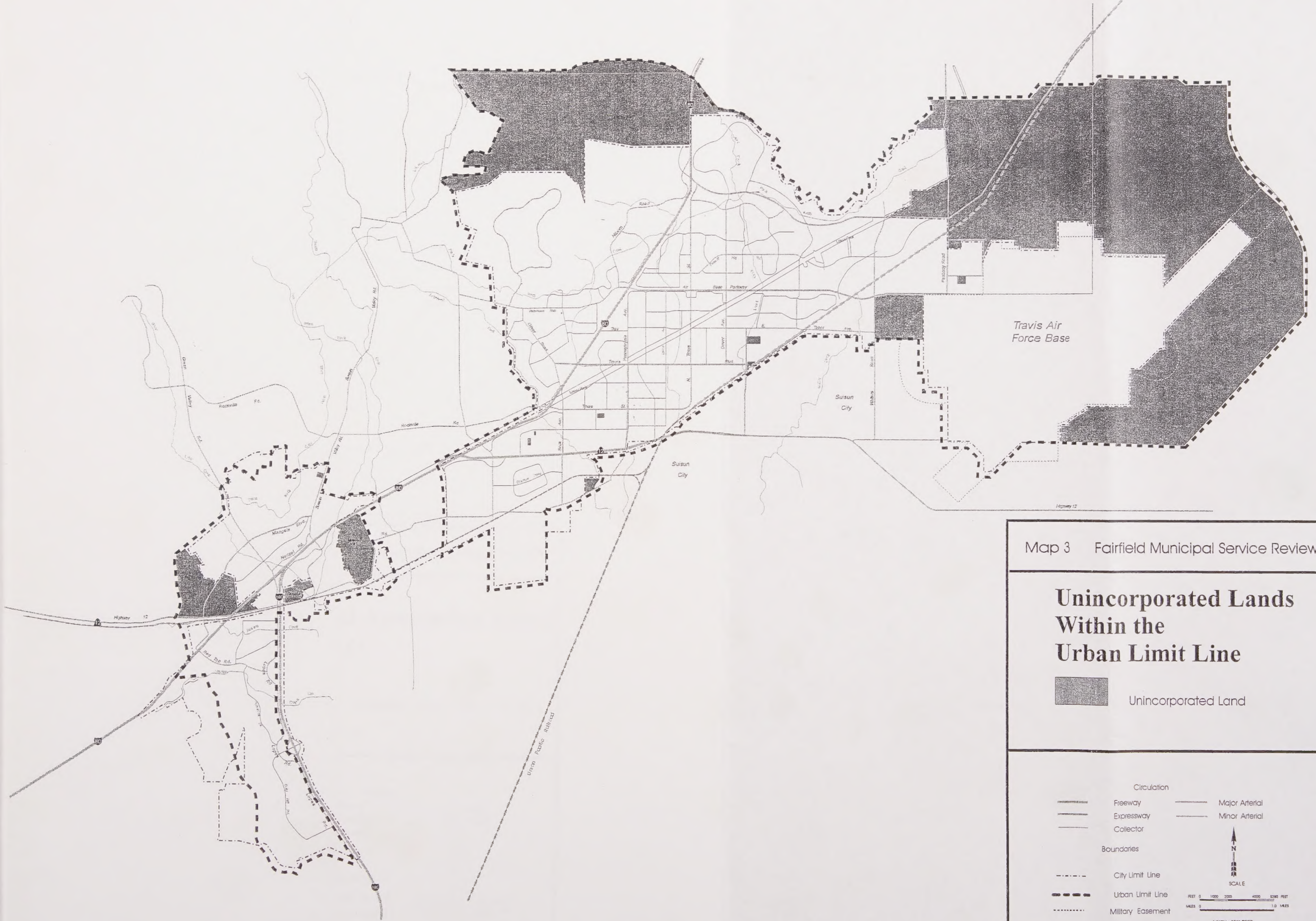


Map 2 Fairfield Municipal Service Review

Fairfield Planning Area

----- Sphere of Influence
(where not contiguous with
Urban Limit Line)





Map 3 Fairfield Municipal Service Review

Unincorporated Lands Within the Urban Limit Line

 Unincorporated Land

Circulation

 Freeway	 Major Arterial
 Expressway	 Minor Arterial
 Collector	

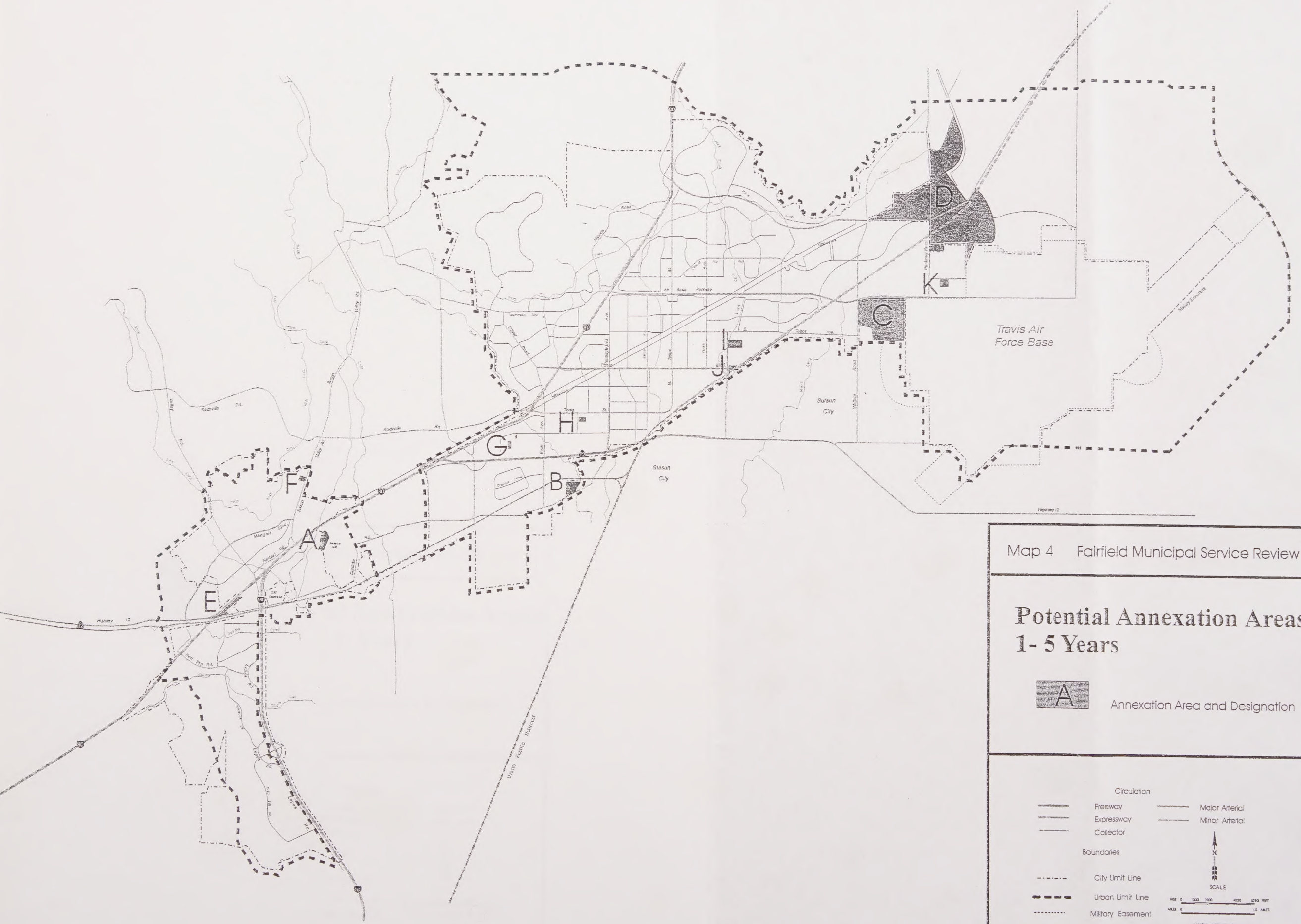
Boundaries

 City Limit Line	
 Urban Limit Line	
 Military Easement	

SCALE

FEET 0 1000 2000 4000 6000 8000
MILES 0 1.0 2.0

1 INCH = 2500 FEET



Map 4 Fairfield Municipal Service Review

Potential Annexation Areas 1- 5 Years



Annexation Area and Designation

Circulation	
Freeway	Major Arterial
Expressway	Minor Arterial
Collector	
Boundaries	
City Limit Line	
Urban Limit Line	
Military Easement	

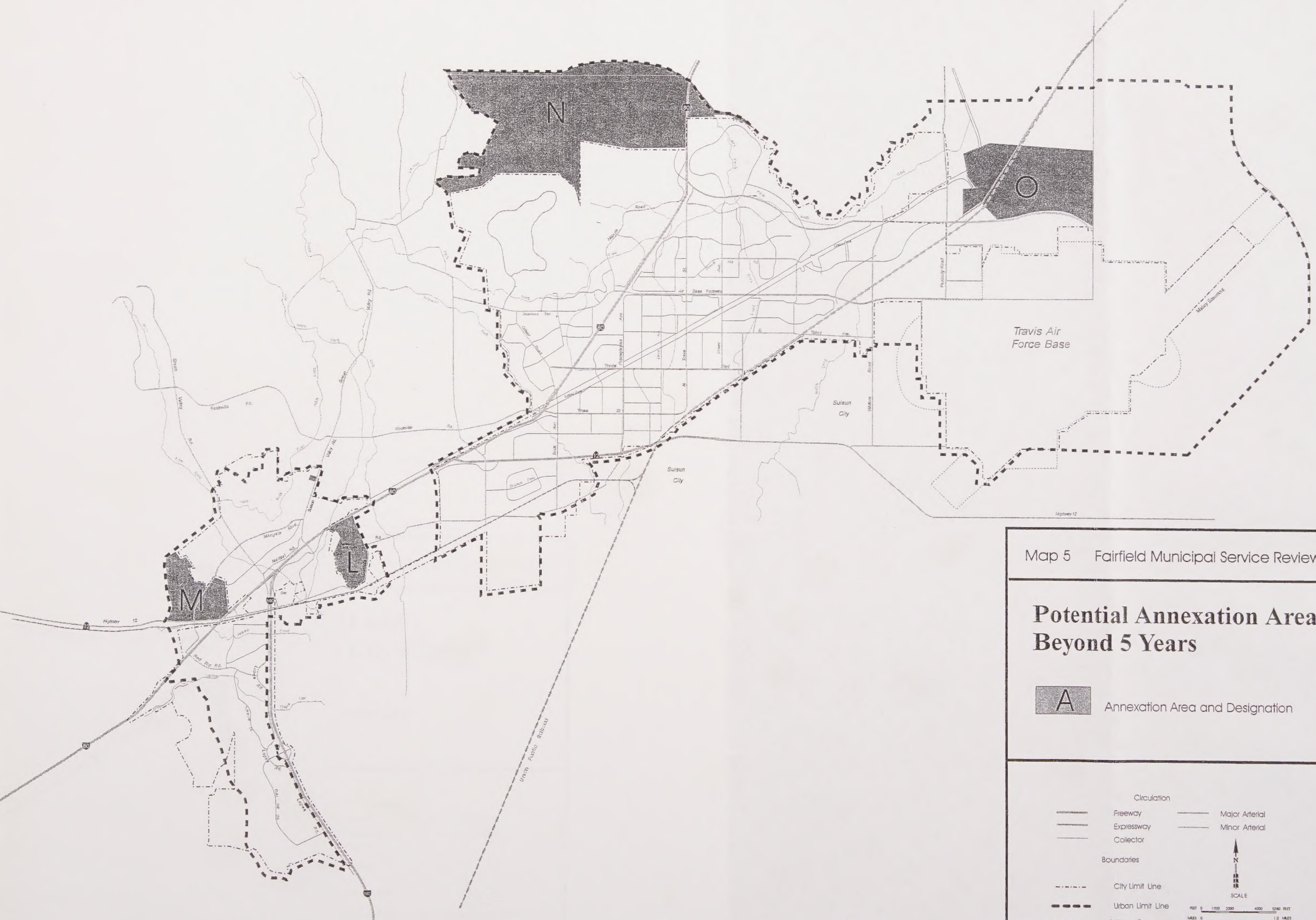
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1 INCH = 2500 FEET

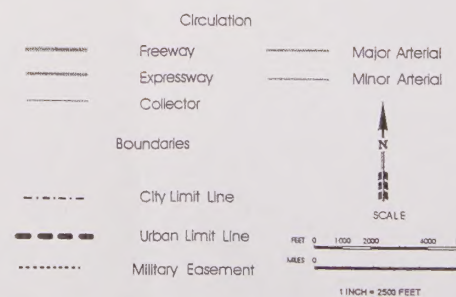


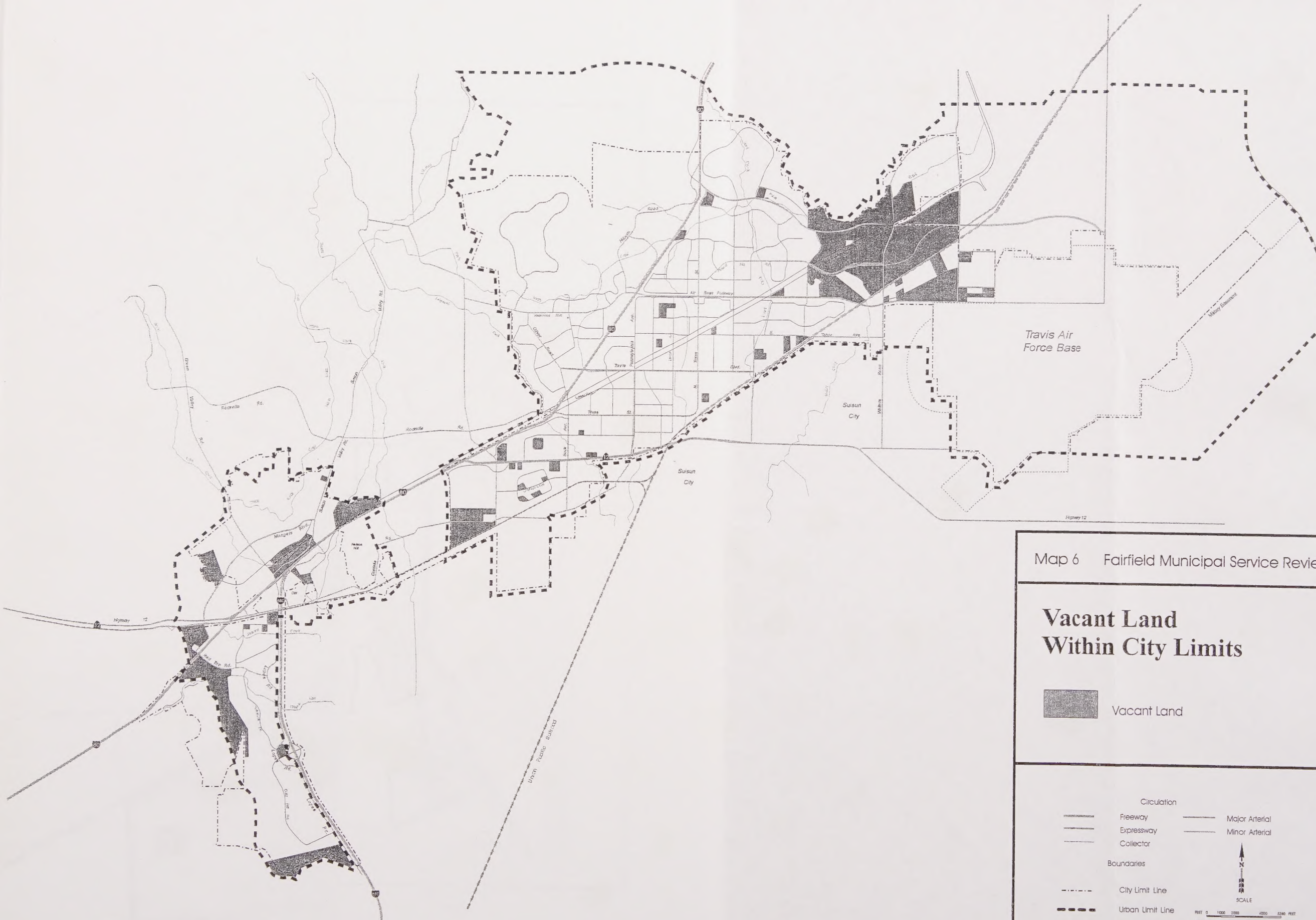
Map 5 Fairfield Municipal Service Review

Potential Annexation Areas Beyond 5 Years



Annexation Area and Designation





Map 6 Fairfield Municipal Service Review

Vacant Land Within City Limits

 Vacant Land

Circulation

 Freeway	 Major Arterial
 Expressway	 Minor Arterial
 Collector	

Boundaries

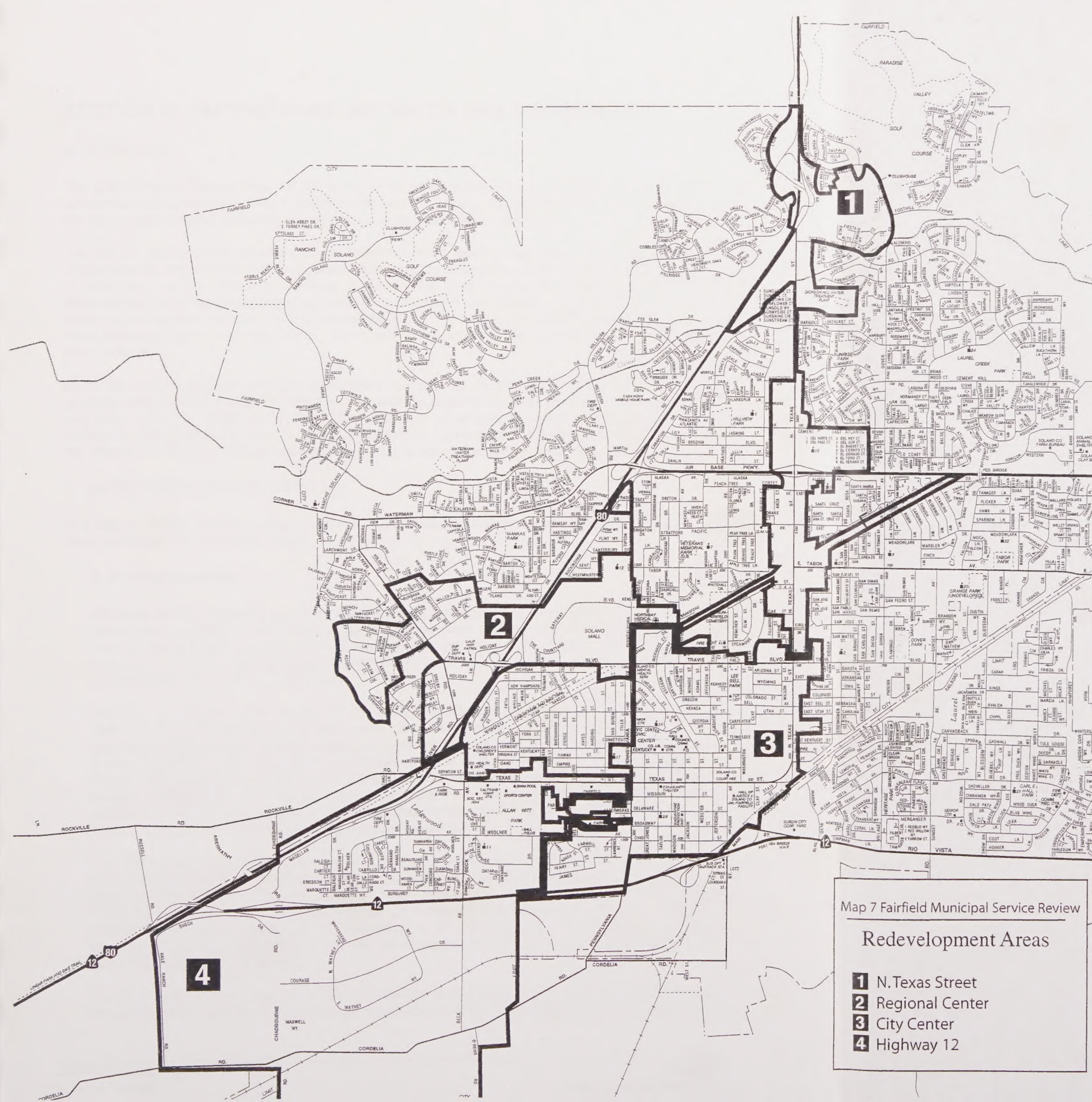
 City Limit Line	
 Urban Limit Line	
 Military Easement	

SCALE

1 INCH = 2500 FEET

0 1000 2000 4000 6000 FEET

0 1.0 MILES



Cordelia Redevelopment Project Area



SECTION B: INFRASTRUCTURE NEEDS AND DEFICIENCIES

INTRODUCTION

The Urban Service Delivery Plan (USDP) is a plan for the extension of urban services into areas planned for annexation during the time frame of the Municipal Service Review. Its purpose is to assist both LAFCO and the City in assessing the availability of public services to proposed annexations.

The USDP identifies the services to be extended, their existing capacities, and the public agency responsible for the service. It also projects the availability of services, critical thresholds in the extension of services, and the financing methods that may be used to provide needed facilities. Capital improvement needs are emphasized as well as methods and techniques for their implementation and the steps that will be taken to avoid undue operational costs. Obviously, the USDP is more conceptual at the more extended part of the time frame. Some alternative approaches to resolving service issues have been included.

All of the services required by new development are provided by the City, with the exception of sewer, garbage, and educational facilities. The following sections describe plans for provision of services by the City and other agencies. Most of the information below is an abstract, updated in 2002, of more specific information contained in the General Plan Public Facilities Element and the various master plans for each of the different municipal utilities and services. For more specific information, please refer to these documents.

1. WATER SUPPLY AND DISTRIBUTION

The City of Fairfield provides potable water to users within its corporate limits except for Travis Air Force Base, which gets its water from Vallejo.

a. Existing Capacities

All water the City presently delivers is surface water as opposed to groundwater. The City's primary water supply comes from the Solano Project and the State Water Project through contracts with the Solano County Water Agency. The City also has agreements with the Solano Irrigation District (SID) that provide the City with a specified amount of SID Solano Project water. SID serves irrigation water to some customers in Fairfield directly.

The City has various water service master plans that address the phasing of capital improvements needed to extend water service to new areas. The City also has an Urban Water Management Plan required by state law that addresses water conservation and resource management programs. The City is further required to practice water conservation by virtue of its contracts for State Project and Solano Project water, and by its voluntary membership in the California Urban Water Conservation Council. The adoption of long-term water conservation policies can have the same effect of increasing the water supply by 10 percent or more without adversely affecting life style or amenities and begins the process of integrating conservation into all areas of community water use.

Raw water is filtered and disinfected in one of two water treatment plants in the City: the Waterman and North Bay Regional Water Treatment Plants. The Waterman Treatment Plant has a present 22.5 million gallon per day (mgd) treatment capacity, ultimately expandable to 45 mgd. The North Bay Regional Water Treatment Plant has a 40 mgd capacity (26.7 mgd for Fairfield and 13.3 mgd for Vacaville) with sufficient land available at the site for expansion to 90 mgd (60 mgd for Fairfield and 30 mgd for Vacaville). Together, the City's two treatment plants can provide treatment capacity far in excess of that needed to serve the City at buildout.

The City's goal for total treated water storage capacity is approximately two maximum days of demand. The water system has nine storage reservoirs, providing over 55 million gallons of treated water capacity,

distributed throughout the service area to optimize system reliability during emergencies. Storage reservoirs under development will meet the City's needs for the next 10 to 20 years. The City can expand existing reservoirs or add new reservoirs as needed so that treated water storage capacity does not represent a constraint to development under the General Plan.

The FSSD (Fairfield-Suisun Sewer District) recently completed the construction of a recycled water system. The City, in cooperation with the FSSD, is implementing a system of delivering highly treated recycled wastewater within the City's water service area. The FSSD uses recycled water for irrigation at its wastewater treatment plant (WWTP) site, and the SID recycles water for turf irrigation. Nonpotable water from the Solano Project is used at the Rancho Solano and Paradise Valley golf courses and for landscape irrigation along Green Valley Road, Mangels Blvd., and Business Center Drive. These uses could be converted to recycled water in the future. The City is using recycled water and developing the necessary dual water systems as a conservation strategy to increase the basic water supply, provide supply flexibility with nonpotable water for irrigation and industrial use, and reduce costs for expansions of water treatment and storage facilities in proportion to the recycled water used. Dual water lines are being installed in some new developments. Water recycling also benefits the wastewater treatment operation by limiting unnecessary flows of treated wastewater into Suisun Marsh. The City is planning to develop and use approximately 3,000 acre-feet (AF) of recycled water per year at buildout of the general plan (1 acre-foot is approximately 360,000 gallons).

b. Critical Thresholds and Availability of Services

The following table shows how the City's existing water supply sources are expected to last with projected development:

Water Supply Sources (in acre-feet per year)						
	<u>1997</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>	<u>2015</u>	<u>2020</u>
Projected Water Supplies						
■ Total Potable Supplies	34,400	33,200	40,600	40,700	40,800	40,600
■ Total Nonpotable Supplies	<u>2,800</u>	<u>2,900</u>	<u>3,700</u>	<u>4,500</u>	<u>5,300</u>	<u>6,100</u>
<i>Total Water Supplies</i>	<i>37,200</i>	<i>36,100</i>	<i>44,300</i>	<i>45,200</i>	<i>46,100</i>	<i>46,700</i>
Projected Water Usage						
■ Residential	11,000	11,600	13,100	14,300	15,800	17,100
■ Employment	8,700	9,200	11,400	12,600	13,500	15,700
■ Water-Intensive Industry	2,200	3,000	4,000	5,000	6,500	8,000
■ Unaccounted	1,400	2,100	2,500	2,800	3,200	3,500
<i>Total Projected Usage</i>	<i>23,300</i>	<i>25,900</i>	<i>31,000</i>	<i>34,700</i>	<i>39,800</i>	<i>44,300</i>
Available Capacity	13,900	10,200	13,300	10,500	6,300	2,400

It appears that the City's existing identified water sources will be sufficient. The City, along with other agencies in the Solano Water Authority, received additional supplies in 2003 by filing for water rights under the State of California's watershed-of-origin statute and subsequently entering a settlement agreement with the State. As stated previously, the two treatment plants have more than ample treatment capacity, even at buildout, and additional treated water storage facilities can be added as needed. The City is presently designing a major east-west water transmission pipeline to provide a larger service area for the North Bay Regional Water Treatment Plant.

The availability of water is not considered a significant constraint to annexations expected during the lifetime of this Municipal Service Review. Availability of water to all new annexations will be determined on a case-by-case basis and will be evidenced by a "will serve" letter from the City. Certainly, the construction of pipes, pipeline extensions, and additional reservoirs, as required, will be a part of every annexation.

c. Opportunities for Shared Facilities

The Solano County Water Agency contracts with the Solano Project and State Water Project to provide water to the City. The City is in cooperation with the Fairfield-Suisun Sewer District in implementing a system of delivering recycled, highly treated wastewater to serve large irrigation and industrial process uses.

The Northbay Water Treatment Facility is shared with the City of Vacaville. The facility, which treats water for the use of both cities, is staffed entirely by City of Fairfield. The City has other agreements with Solano Irrigation District, Suisun/Solano Water Authority, and the City of Vallejo for various levels of water service.

2. WASTEWATER TREATMENT

The Fairfield-Suisun Sewer District (FSSD) provides and operates the wastewater treatment plant, wastewater pump stations and force mains, and the trunk main collection facilities in Fairfield.

a. Existing Capacities

The sewage system is divided into four sewage basins which drain by gravity to four major pump stations. The Cordelia Basin generally covers the Cordelia Area, the Inlet Basin covers the western portion of Fairfield, and the Suisun and Central Basins cover the central and eastern portions of Fairfield and all of Suisun City. The existing and projected ultimate capacities of the pump stations serving each of these four basins are listed in the following table.

Pump Station Capacity*
(in millions of gallons per day at peak wet weather flow)

	Projected Peak Flow: Existing	Projected Peak Flow: Buildout	Capacity: Existing	Capacity: Buildout
Cordelia Pump Station	8.2	21.4	7.53	21.4
Inlet Pump Station	16.2	18.6	17.5	18.5
Central Pump Station	17.4	29.6	30	30
Suisun Pump Station	36.2	45.4	26	45.4

*pump stations serving all or part of Fairfield, some stations include other areas of Solano County

FSSD's wastewater treatment plant located off Chadborne Road has a current rating of 17.5 million gallons per day of average dry weather flows.

b. Critical Thresholds and Availability of Services

The FSSD is in the midst of a planned program of facilities construction that will increase treatment plant, trunk sewer and pump station capacities to accommodate future growth within the General Plan limits of Fairfield and Suisun City.

The Cordelia and the Inlet Basins, with extensions and minor updates, are adequate to meet the needs of the potential annexations in their areas. The other two basins, the Suisun and Central Basins, will require new pump station expansions and additional trunk sewer capacity in order to serve development in unincorporated areas east of Peabody Road. This is considered a significant constraint to a near-term annexation of this area; the developer will be responsible for preparing a sewer master plan that can effectively deal with the sewage that will be generated from growth in that area.

The capacity of the sewer treatment plant is nearly adequate to handle the projected sewage flows generated by annexations allowable under the General Plan. Planned treatment plant expansions (from 17.5 mgd Average Dry Weather Flow (ADWF) to ultimate capacity of about 25 mgd) will be necessary to handle the projected sewage flows allowable under the General Plan. However, sewage treatment is not considered to be a constraint for annexations in the near term of this CAP except in areas east of Peabody Road.

c. Opportunities for Shared Facilities

The Fairfield-Suisun Sewer District is an example of how well shared facilities can work. The district's pump stations and treatment plant serves both the cities of Fairfield and Suisun and Travis AFB.

3. STORM DRAINAGE AND FLOOD CONTROL CAPACITY

The City of Fairfield is responsible for 'coordinating the provision of storm drain facilities although development pays for the costs.

a. Existing Capacities

Problems with storm drainage and flooding have historically had a strong influence on development patterns in the Fairfield area, until construction of the Fairfield Vicinity Streams Project in the late 1980's. Although portions of the project had been completed by developers as they were constructing subdivision improvements within their development areas, the major portions of the project were completed by the Army Corps of Engineers to protect against a 100-year storm event. At this time, within the Fairfield City limits, Ledgewood Creek and Laurel Creek have been improved with the Fairfield Vicinity Streams Project. In lowland areas, particularly the areas of Illinois Street and Ohio Street in Fairfield and in the Old Cordelia area, flooding is aggravated by backwater from high tides and sloughs in the Suisun Marsh. Another significant factor affecting flooding is the condition of the channels in the Suisun Marsh, particularly the amount of sediment buildup and vegetation growth, which reduces channel size and carrying capacity. Debris that collects at crossings also reduces bridge and culvert carrying capacity during high storm water events.

The flooding in Suisun Valley along the west side of Ledgewood Creek has not been removed, nor have any changes been made in the historic flooding conditions along Suisun Creek between Fairfield and Cordelia. This area is within the County's jurisdiction.

b. Critical Thresholds and Availability of Services

Storm drain facilities are installed concurrent with development as needed and do not represent a constraint to development.

c. Opportunities for Shared Facilities

Because storm drainage is a highly localized situation, varying from neighborhood to neighborhood, opportunities for sharing storm water facilities are limited between municipalities.

5. CIRCULATION AND TRANSPORTATION

The City of Fairfield is served by two interstate freeways (Interstate 80 and Interstate 680), a state highway (Highway 12), a set of arterial streets and many collector and local streets. The City's Public Works Department is responsible for the street circulation system. Caltrans is responsible for Interstates 80 and 680 and Highway 12.

a. Critical Thresholds/Availability of Services

The City's objectives for roadway performance are stated in General Plan Objective CI 3 of the Circulation Element:

Objective CI 3

Provide timely and effective means of programming street and highway improvements to maintain a P.M. peak hour Level of Service of "D" or better for arterial streets and Level of Service "C" or better for collector streets and Level of Service "B" or better for local streets, unless other public health, safety, or welfare factors determine otherwise.

Fairfield's growth in the past several years has highlighted the need to improve the local roadway network and parking facilities. Our dependence on the automobile as the primary source of transportation necessitates the improvement of parking facilities at various locations throughout the City. The need to improve roadway and parking facilities, however, must be carefully balanced with the need to control traffic congestion in Fairfield. The unrestricted expansion of roadways and parking will undermine attempts to promote the use of alternative means of transportation. The long-run economic and social health of the City will depend on favorable traffic conditions that can only be maintained through a balanced transportation system. The roadway improvements that will be needed to service all the City's annexation areas are as listed in the following table and on Map 7. These include widening the regional highways and major arterials, upgrading freeway interchanges, and creating new roads. Significant new roadways include the proposed Manuel Campos Parkway connecting Peabody Road with Interstate 80 and an extension of Walters Road north of Air Base Parkway. The provision of these critical roadways and improvements is dependent upon cooperation with outside agencies and, in many cases, shared funding sources.

Roadway Improvements

Improvements anticipated to be necessary for buildout of potential annexation areas:

Interchanges

- Construct a new interchange at SR 12 and Mangels Boulevard
- Construct a new interchange at I-680 and Red Top Road
- Improve the interchange at I-80 and Red Top Road
- Improve the interchange at I-80 and Green Valley Road
- Improve the interchange at I-80 and Suisun Valley Road
- Improve interchange at I-80 and North Texas St / Manuel Campos Expressway
- Widen SR 12 to six lanes at Beck Avenue and Pennsylvania Avenue

Streets

- Widen Air Base Parkway to 6 lanes from I-80 to North Texas Street interchange
- Widen Cordelia Road to 4 lanes from Lopes Road to SR 12
- Widen Dover Avenue to 4 lanes from Air Base Parkway to Cement Hill Road
- Widen Walters Road to 4 lanes from East Tabor Avenue to the UPRR
- Construct 4-lane Walters Road from the UPRR to Cement Hill Road

6. PUBLIC SAFETY

a. Law Enforcement

Police protection services are provided by the City's Police Department located in the Fairfield Civic Center.

Critical Thresholds and Availability of Services

The current threshold for police service is stated in General Plan Policy PF 16.1 Public Facilities and Services Element:

Policy PF 16.1

Maintain an average emergency response time of under 5 minutes and an average non-emergency response time of under 20 minutes.

In order to maintain adequate police protection for the City's growing population, additional police officers and police vehicles will have to be added to the force and will need to keep pace with new development. The 2003-05 city budget objectives include hiring 20 additional staff over the next four years.

b. Fire Suppression

Fire suppression services are provided by the City's Fire Department from five fire stations located throughout Fairfield.

Critical Thresholds and Availability of Services

The threshold for fire service is stated in General Plan Policy PF 15.1 Public Facilities and Services Element. This standard will be used to ensure that future annexations can be efficiently provided fire service.

Policy PF 15.1

Provide enough staffing and fire stations to ensure that at least 80 percent of the residential dwelling units in any response area are located within five minutes maximum travel time of a station. Where the number of dwelling units within five minutes' travel time of any response area falls below 80 percent, the City shall take the appropriate steps (e.g., construct a new fire station) to ensure that the above standard is maintained. In addition, fire station shall be located to ensure that all target hazards are within five minutes travel time from a fire station where feasible.

In order to identify the City's future fire service needs, the City has prepared a Fire Station Location Study. Based on this study, numerous changes are underway or planned for the City. A new fire station is currently under construction on the east side of North Texas Street, south of Dickson Hill Road. A second fire station is under construction on Pennsylvania Avenue in the Civic Center, and will replace an existing station on Automall Parkway. Two new fire stations are planned in Cordelia, which would replace the existing temporary station. The Union Avenue station is planned to be converted into an administrative facility. A total of six stations will be needed to accommodate buildout of the General Plan in order to maintain fire response times of under five minutes.

Because funding from development is expected to provide the new stations, the needed facilities will keep pace with the need created by that development.

c. Opportunities for Shared Facilities

The Fire Department enhances services to the community by responding to requests for aid from throughout the county and state, an agreement called mutual aid. In return, resources are provided to Fairfield when needed. The Fire Department also manages automatic response agreements with our neighboring fire agencies. Adjacent fire jurisdictions respond simultaneously to areas of Fairfield that are in close proximity to their fire station. Each jurisdiction is automatically dispatched upon receiving the initial 911 call. The police department has similar agreements with neighboring, regional, state and federal agencies.

7. PARKS AND RECREATION

a. Recreation Facilities

The City of Fairfield Community Services Department is responsible for providing park and recreation programs for Fairfield citizens. In 2002 the Fairfield Community Services Commission and the City Council approved the Parks Capital Projects Plan which contains major planning policies concerning the financing and construction of park facilities. The plan includes a quantitative and qualitative inventory of existing park and recreation facilities; identification of potential open space areas; and an inventory of existing cultural art facilities and programs. The plan also defines open space, leisure and cultural facilities and program needs to the year 2031.

b. Existing Parks

Within the City of Fairfield there are 18 parks totaling 239 acres, and one under construction. These include 14 neighborhood parks, three community parks, and two pocket parks. Eleven of the neighborhood parks are located in central Fairfield, three on the west side of I-80 and eight on the east side. Two neighborhood parks are located in Cordelia. Two of the community parks, Allan Witt and Laurel Creek, are east of I-80 in central Fairfield. The third, in south Cordelia, is planned for completion. Baseball fields have already been constructed at the site.

In addition to neighborhood and community parks, Rockville Hills Park provides a region-wide facility totaling 610 acres of open space. This park is primarily used for passive recreation, such as hiking. The table on the following page provides an inventory of the existing parks and trails within the City of Fairfield.

c. Types of Parks

Local Parks

"Local" parks are typically categorized as neighborhood or community parks. In addition to "local serving" parks and recreation areas, regional parks, open space areas, linear parks and trails, and special use facilities help satisfy recreational needs.

Pocket Parks

Pocket parks are small green "islands", landscaped with park amenities, such as a drinking fountain, bench, and play equipment. These parks are typically of remainder parcels of subdivisions.

Neighborhood Parks

Neighborhood parks are small-scale parks (5-7 acres), which ideally serve a "neighborhood" within a radius of approximately one-half mile. They usually emphasize children-oriented facilities, providing a variety of play spaces and associated amenities. In Fairfield's case many are located adjacent to schools, providing an even wider range of activities at one site. The General Plan Policy Document established a one-half mile radius standard for neighborhood parks and a population ratio of 1.5 acres of neighborhood park/1000 people.

Community Parks

Community parks are large-scale (40+ acres) and intended to serve users within walking and driving distance. Their amenities are oriented to both adults and children, often providing specialized facilities such as swimming pools, tennis courts, community centers, and sport field facilities. The General Plan Policy Document established a 2-acre/1000-population standard for community parks.

Open Space Areas

An open space area is typically a large undeveloped area, preserved in its natural state, to serve as a greenbelt divider or environmental resource, to promote public health and safety, and to provide those types of recreation which do not substantially alter or destroy the natural environment. Low intensity recreational uses such as hiking and picnicking are often compatible with open space areas. These facilities are attractive to local and region-wide visitors.

Linear Parks and Trails

A linear park is a strip of land established for purposes of walking, hiking, bicycling, horseback riding and boating, and often including a natural or man-made linear resource such as a stream drainage, bluffline, ridge, utility and creek right-of-ways or service road. A system of off-road bikeways and pedestrian paths at both the neighborhood and community-wide scale often provide safe and pleasant transportation connections, as well as opportunities for recreation. The Fairfield Linear Park, which has been partially constructed from Solano Community College to Pennsylvania Avenue, forms a central spine on which a citywide system of trails can be built.

Public Special Use Facilities

Special use facilities are generally single purpose in nature, having a unique or important recreational purpose. Examples include the Fairfield Community Center, Fairfield Senior Center, and Fairfield Community Swim Center (Allan Witt Park). Other examples could include an environmental center, golf course, zoo, various types of sport centers and outdoor theaters.

Private Facilities

Private facilities include tennis clubs, fitness centers, golf courses, private schools and colleges and recreation facilities in new housing developments.

Golf Courses

Rancho Solano (204 acres)

Rancho Solano is Fairfield's first public golf course. The golf course contains 92 sand bunkers, five lakes, over 7,000 yards of championship play, large greens and a driving range. The course is complemented by a clubhouse consisting of a golf shop, bar and grill, fine dining, banquet facility and a private health and tennis resort.

Paradise Valley (190 acres)

The Paradise Valley golf course contains the following: 18 regulation golf holes, driving range, practice putting green, pro shop, maintenance yard, equipment building and restroom, a restaurant/bar and banquet facility. Both courses are used by local residents and region-wide visitors.

d. Current Park Needs

As noted above, the City has established a population ratio of 1.5 acres/1,000 people and a 1/2-mile service radius for neighborhood parks. In order to achieve the established population ratio, the Parks Capital Projects Plan estimates that under the 2031 population 165 acres of new park land is needed. The plan also indicates that the development of the sports complex will meet the City's need for one more community park.

e. Future Parks Needs

Per the 2002 Parks Capital Projects Plan, the 165 acres of new park land required to support the projected population increase through 2031 will be met with nine neighborhood parks, an additional community park of 50 acres, and seven additional acres at Laurel Creek Park.

f. Proposed Park Facilities

The following list of proposed park sites was obtained from the 2002 Parks Capital Projects Plan, which recommends that the development of new park and recreation facilities keep pace with the growth of the City. The list includes proposed community parks, neighborhood parks, linear parks and golf courses. The following community parks are planned:

- 1) Laurel Creek Expansion
- 2) Central Fairfield
- 3) Softball Fields (location unidentified)

The following neighborhood parks are being planned in conjunction with new residential development.

- 1) Cordelia Villages #2/Southbrook (6 acres)
- 2) Paradise Valley
- 3) Four parks in the Peabody-Walters Master Plan area
- 4) Cement Hill
- 5) Dunnell-Burton

g. Opportunities for Shared Facilities

Regional Parks and open space areas attract visitors region-wide. Although the City is responsible for its own parks and lands, there are several co-operative organizations that seek to tie region-wide open spaces together, such as the Bay Area Ridge Trail and the Tri-City and County Cooperative Planning Group. Solano Land Trust is a non-profit agency that assists in the preservation of land and provides and coordinates recreational opportunities on open space preserves. The Trust acts as a liaison to implement the Tri-City Cooperative Planning Group's projects and manages conservation easements on a number of farmlands and open space areas within the City's Planning Area.

Pursued jointly by the cities of Fairfield and Vacaville, the area between Fairfield and Vacaville, known as the Greenbelt will provide a permanent open space buffer between communities. In 1994, Fairfield, Vacaville, and Solano County entered into a joint powers agreement to form the Vacaville-Fairfield-Solano Greenbelt Authority (VFSGA). The agreement established a governing board consisting of two members from each City Council and two members from the Board of Supervisors. The agreement clearly established boundaries for the area and set forth preservation and land use goals including a buffer between cities, trail linkages, and Travis AFB protection.

SECTION C: FINANCING CONSTRAINTS AND OPPORTUNITIES: GENERAL FINANCING METHODS FOR FACILITIES AND SERVICES

AVAILABILITY OF FACILITIES AND SERVICES PROVIDED BY THE CITY

In 1998, the Finance Department prepared a financial forecast of the City's ability to fund new capital improvements over the next 30 years, and the ability of the City's General Fund to pay for public services required by current and future residents. This analysis indicated that the city should have adequate funds to pay for facilities and services as the city grows. However, since 2000, City personnel costs have escalated as salaries were brought up to the labor market, and health and retirement costs have also increased. Meanwhile the state budget threatens to cut key General Fund revenues. The result will be an increasing General Fund budget shortfall over the next several years. The City's fiscal situation will be monitored closely on a year-to-year basis. New development and annexations will continue to be analyzed for impacts on City facilities and services.

In general, new development pays its own way with regard to services and facilities and has a positive impact on the City's budget. However, if new development is located where it will be inefficient for the City to provide services, then provision of services would be more expensive than anticipated. A key component in the City's evaluation of an annexation proposal will be to ensure that facilities provided by the City can be efficiently provided. Therefore, it is important that future annexations be timed and located so that facilities can be extended in a cost-effective manner and with the least impact on the ability to serve development within the existing city limits.

The City of Fairfield uses a variety of funding sources to finance the construction of public facilities. Generally, it is a combination of fees, taxes, bonds, developer contributions, special districts, redevelopment project areas, and State/Federal programs.

The City's long-standing policy on capital improvements is that growth pays its own way (see Policies PF 2.1 to 2.3 in the General Plan Public Facilities and Services Element). Generally, as long as capacity is available, municipal utilities and services can be extended to annexed areas provided the property owner/developer is able to afford it.

Following are descriptions of the funding sources to finance the construction of public facilities.

Redevelopment Funds

The Fairfield Redevelopment Agency has established five redevelopment project areas: Regional Center (550 acres), Highway 12 (1,760 acres), City Center (811 acres), Cordelia Area (2,637 acres) and North Texas Street (407 acres). The redevelopment plans for these areas call for construction of various public facilities paid for by redevelopment funds. Examples of projects financed this way include: freeway interchanges, roads, elementary schools, and water and storm drainage facilities.

Assessment Districts

Assessment districts may be established by the City Council to finance needed public improvements. This establishment requires the approval of two-thirds of all property owners in the proposed district. With this approval, an assessment district issues bonds to pay for the improvements and assesses the property owners for the annual debt service of the bonds. Examples of projects financed this way include: storm drainage facilities, street improvements (curb, gutter, sidewalk, pavement), and water and sewer mains.

Benefit Districts

Properties within a benefit district contribute funds as development occurs. When sufficient funds accumulate, improvements are built (typically, after a majority of the properties develop, the remaining area is

converted to an assessment district to fund the balance of the total costs so that the improvements can be completed before complete buildout of the district).

Construction License Tax

The City collects a construction license tax at the time of issuance of building permits for residential structures, and commercial facilities. Revenues from this tax are to be used solely for major streets, storm drains, bridges, and public facilities and buildings.

Park Impact Fees

New residential development provides for new park facilities in three ways. The first is tax on the number bedrooms in each new housing unit collected at the time a building permit is issued. Revenues from this tax are used for the acquisition, improvement and expansion of public parks, playground, or recreation facilities. The second is through an ordinance adopted by the City in 1995 under the State's Quimby Act. The City's Quimby ordinance requires that, as a condition of tentative subdivision map approval, subdividers must dedicate land, pay a fee in lieu, or provide private park development and maintenance. Dedication, fees or private parkland development must ensure the provision of at least three acres of park land per 1,000 new residents. The third funding source is an AB 1600 fee, which is described in the following section.

AB 1600 Fees

AB 1600 fees are a set of four fees charged to new residential and commercial/industrial construction that pay for the cost of public infrastructure that serves the community at large. Separate fees are collected for "traffic impact", "urban design", "public facilities" and "park and recreation facilities." The fees are based on a 30-year analysis of the City's capital needs prepared in 1995. The City began to collect a portion of these fees in November 1995, and has collected the full fee since April 1998.

Developer Contributions

Development and subdivision agreements between property owners and the City guarantee a certain amount or intensity of development for a specified period of time in exchange for certain obligations or performances clauses that the developer must satisfy.

Sewer and Water Connection Charges

A fee is collected prior to connection to the FSSD's sewer system and the City's water system. The revenues are used for the acquisition and construction of sewer and water facilities.

Mello-Roos Districts

With two-thirds voter approval, the City or other special district (e.g., a school district) may levy a special tax to pay for any public capital facility. Its use is broader than assessment districts in the types of capital facilities that may be funded. It can also be used for certain types of operation and maintenance costs.

School Impact Fees

Under California law, school districts commonly fund construction and rehabilitation of schools through one or a combination of the following sources:

- the school district's share of property taxes;
- state funding;
- special taxes (parcel taxes), including Mello-Roos district financing;

- general obligation bonds; and
- impact fees levied on new development.

Three methods are used to locally fund new school facilities: Mello-Roos funding, impact fees and bonds. With Mello-Roos funding, each homeowner in a Mello-Roos district pays an annual assessment to fund new school facilities. In the Fairfield-Suisun Unified School District, three Mello-Roos districts have been established, which cover much of the city. The Travis Unified School District has established two Mello-Roos districts.

All development outside of a Mello-Roos district will pay an impact fee for new school construction. Development impact fees are capped by state law (Proposition 1A, 1998) at a maximum of \$2.05 per square foot of new residential construction and \$0.33 per square foot of commercial or industrial development (Government Code, section 65995); these are called "Tier 1" fees. Alternatively, school districts that prepare a school-needs analysis and meet specific statutory requirements relating to year-round school attendance, past general obligation bond measures, number of portable classrooms, and outstanding debt may levy a higher development impact fee based on the results of the needs analysis (Government Code, section 65995.5); these are called "Tier 2" fees. Imposing Tier 1 or 2 fees is deemed to be full and complete mitigation of the impacts on the provision of adequate school facilities, and state law prohibits a city from denying a project on the basis of inadequate school facilities (Government Code, section 65995). Both school districts in Fairfield have established Tier 2 fees. In addition, in March 2002, the Fairfield-Unified School District passed a \$100 million bond measure that will fund maintenance and construction of new school facilities.

There are additional funding sources from outside resources, primarily the State. These include the State Gas Tax, AB2928, Traffic Safety Revenue, and the Transportation Development Act. These funds, along with grants which may or may not require matching local funds, must be applied towards specific capital projects such as road resurfacing, or transit projects.

SECTION D: COST-AVOIDANCE OPPORTUNITIES

No overlapping or duplicative services have been identified. Water, storm drainage, public safety, recreation, and circulation are the responsibility of the City. Sewer and solid waste disposal have been identified as services that are most efficiently provided by outside contractors. In both cases, the contractors have the capability to provide service to other municipalities of Solano County as well. These contractors are examples of the cost benefit of shared facilities.

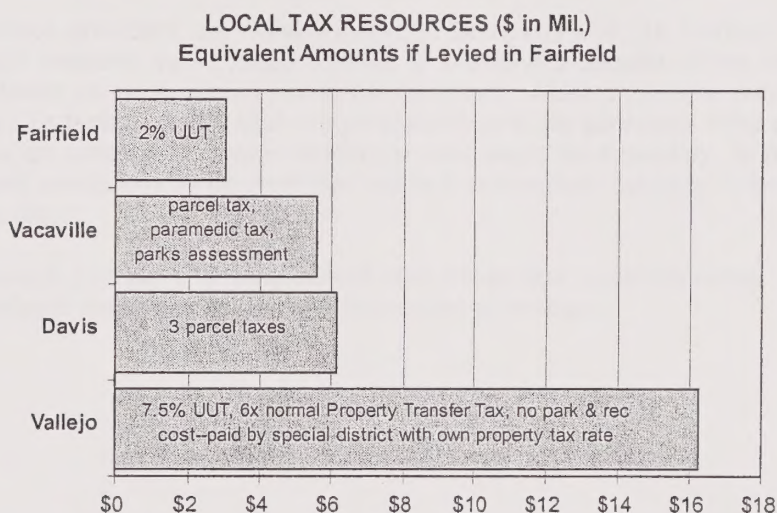
Local transit is another example of shared facilities. Solano Transportation Authority works with local municipalities, such as Fairfield, Vacaville, and Suisun in providing local and regional transit service. STA oversees the local transit systems and analyzes opportunities for improved connections and coordination between local cities and to regional services.

The City uses a well-defined budget procedure and competitive bidding process to ensure to avoid unnecessary costs are avoided in obtaining outside services and constructing capital improvements. The budget is prepared each fiscal year and includes a comprehensive 10-year projection as well. The 2002-03 budget found that Fairfield spends less overall than comparable cities.

SECTION E: OPPORTUNITIES FOR RATE RESTRUCTURING

The budget process includes an annual review of rates and fees related to each department. This ensures that rates remain reasonable while providing adequate revenue to support and maintain the services for which they are charged. The competitive bidding process for outside services, such as the solid waste disposal contract and the golf course management contract, ensure good service at reasonable rates from outside providers. Where fiscally advantageous, shared facilities or services are established, such as the sewer, landfill, and transit services.

The 2002-03 budget found that Fairfield has a lower tax burden than surrounding cities. This includes consideration of the local utility user tax. The following chart compares the tax burden of regional cities:



SECTION F: GOVERNMENT STRUCTURE OPTIONS

There are limited city services offered outside the current city limits and within the Sphere of Influence. Limited shared water service and police and fire mutual aid agreements are the exceptions. Services to these properties are provided either privately (septic tanks, wells, etc.) or by the county (sheriff, etc). Development and the associated municipal services within the City occur on a pay-as-you-go basis and are typically paid for by developers or development fees. New development is limited by the County to urban lands, defined as land which is in the city limits. Annexation may only be approved if land is contiguous to city limits. Annexation must occur prior to connection to municipal services. Therefore future municipal services will only occur within city limits, and the Sphere of Influence is consistent with future service projections.

Non-city service providers are Solano Garbage Company and the Fairfield-Suisun Sewer District. The sewer district provides very limited service to customers outside of the city limits, due largely to the County limitation on rural versus urban development. Most properties outside city limits are served by individual septic tanks. Annexation would typically only be approved if the property is contiguous to city limits, and upon annexation, sewer district services would be extended. In rare cases where dire need is demonstrated services may be extended without annexation, but only to those properties contiguous to existing services.

Solano Garbage Company already serves both urban and rural properties. Annexation would likely not have a significant change to the service the company provides.

SECTION G: LOCAL ACCOUNTABILITY AND GOVERNANCE

The City of Fairfield prides itself on being an accessible government body and having open communication with its residents. In addition to the fully-disclosed budget, the City provides an annual report on the General Plan which outlines accomplishments and goals in meeting the policies of the General Plan. The Police Department also provides an annual report on public safety matters.

Fairfield is a general law city and has a Council-Manager form of government with a separately elected mayor and council. The council appoints the City Manager and Attorney. The Clerk and Treasurer are separately elected. The Council also appoints Planning, Community Service, and Youth Commissions. Public matters are discussed and voted on under the public hearing forum governed by the Brown Act. The Mayor keeps an office at City Hall for public accessibility.

A number of outreach programs are established to keep communication open between the public and government.

Neighborhood Town Meetings: In a proactive effort to be sure all neighborhoods are heard from, staff holds town hall meetings in various schools or public facilities throughout Fairfield. The City Manager attends each meeting presenting information and responding to questions and concerns.

Fairfield Observer: On a quarterly basis, the City mails a full-color, four page newsletter to residents and businesses with news, features, and information.

Channel 26: The City owns its own cable TV channel. Public meetings are televised live and typically are rerun once. The City also produces two magazine-style shows and City View, featuring the Mayor.

Website: The City maintains a website which offers a community calendar, press releases, description of city departments and services, meeting minutes and agendas, and similar publications of interest, the city code and budget.

Economic Development Updates: The Planning and Development Department has three on-going programs to keep residents up-to-date regarding economic activity in Fairfield: a bi-weekly column in the local paper, newsletters for the business community, and Business Seminars which are held four times a year.

Bringing People Together: The Community Services Department provides a 24-page annual magazine to all households. The magazine contains information about recreation, sports, arts, community and senior events, and housing and social services.

City Hall at the Mall: This storefront in the Solano Mall is open during regular mall hours to extend city hall business hours for recreation registration, water bill payment, and tickets and bus pass purchases.

SECTION H: EVALUATION OF MANAGEMENT EFFICIENCY

The City follows the Government Financing Officers Association recommendations for best practices for budgeting. Fairfield's expenses do not exceed resources; priorities and issues are reviewed on an annual basis; a ten-year financial plan is in place with individual accounting for each City fund; and each fund has its own history and forecast. Operating budgets are controlled at the department level with line-item comparisons available for internal budget monitoring. Project budgets are adopted for capital project funds, with increases above 2.5% requiring additional Council approval. Debt service budgets are also reviewed and authorized by the Council.

Perhaps the most illuminating evidence of management efficiency is outside accolade. In a recent resident satisfaction poll, 94% of the residents of Fairfield agree Fairfield is a great place to live. Fairfield is a progressive city known for its entrepreneurial style and is cited throughout the well-known book *Reinventing Government* for its innovative financial and management practices.

Factual evidence of management efficiency is provided by the City budget. Despite drastic state funding cuts, the 2002-03 budget demonstrates Fairfield's ability to remain relatively soluble compared to a number of other municipalities in these times. Sound fiscal planning and significant funds in reserve speak to sound and efficient management practices.

The combination of resident satisfaction and sound financing demonstrates solid management efforts. It is achieved through regular evaluation and monitoring of city services, needs, and fiscal ability and open communication with the public.

Fairfield is a general law city, and was incorporated in 1903. It has a Council-Manager form of government with a separately-elected Mayor and four Council members elected at large to staggered four-year terms. The City Council appoints the City Manager and the City Attorney. The City Clerk and City Treasurer are separately elected. Department heads are appointed by the City Manager. The City is organized into seven departments: Public Works, Police, Fire, Planning and Development, Community Services, Finance, and Human Resources. In addition, City Administration comprises the executive, legislative and legal offices. There are four citizen commissions whose members are appointed by the Council to fixed terms: Planning, Youth, Open Space, and Community Services.

DEPARTMENTS

City Manager's Office

The mission of the City Manager's Office is to coordinate development and implementation of policy; transmit values; protect the integrity of the organization; maintain accountability to the public so that the organization can be effective in meeting the needs of the community and the City Council; develop employee resources; and promote professional and effective communications with citizens and the media. The City Attorney division is handled under contract by the law firm of Richards, Watson & Gershon.

Human Resources Department

The mission of the Human Resources Department is to provide the City with well-trained and motivated employees, develop and maintain a high quality of work life, ensure adherence to fair, equitable and ethical personnel standards, and effectively manage risks to the City. The department's responsibilities encompass all labor negotiations, recruitment and selection, compensation and classification, employee benefit administration, training, workers' compensation, safety, insurance, liability claims and risk management activities.

Finance Department

The mission of the Finance Department is to protect and enhance the City's financial security, provide sound fiscal information in support of City decision-making, and to provide high quality customer service. Bob Leland has been Director of Finance since 1985. The department's management team is experienced and diverse, with backgrounds including banking, auditing, international development, hospital administration, and telecommunications. The department is organized into three divisions: Accounting, Information Technology and Financial Services. All programs are paid by the General Fund except the General Services, Radio, Telephone and Technology internal service operations. Cashiering and Customer Service averages about 200 daily customer contacts in person or by phone; banking reconciles and deposits a daily average of \$1.2 million; accounts payable processes 16,000 claims totaling \$80 million annually.

Community Services Department

The Community Services Department is committed to making Fairfield a distinctive community for all our residents by providing quality programs, services and facilities that meet their social, recreational, cultural, educational and assisted housing needs. The department is led by a management team with knowledge and experience in a variety of areas, including education, theater, arts administration, sports, senior services, recreation, housing, and social services. In addition to 78.8 fulltime equivalent (FTE) career employees, the department employs numerous part-time employees on a seasonal basis. The department is organized into six divisions: Adult Services, Arts and Community Events, Housing Services, Marketing, Administration, and Youth Activities. The department's General Fund programs recover 36% of their cost.

Planning and Development

The mission of the Planning and Development Department is to protect, enhance, and expand the community's physical, environmental, economic, and historic assets, and to improve and expand its supply of affordable housing. The Department is responsible for current and long-range planning, economic development, redevelopment, affordable housing, housing rehabilitation and the Quality Neighborhood program. The staff has a wide variety of work experience in government, non-profit organizations, and the private sector. Their areas of specialization include housing, redevelopment, planning, finance, real estate development, economic development, and business assistance, attraction, and retention.

Police Department

The mission of the Police Department is "protecting the public from crime and disorder through quality service". The Police Department wholeheartedly subscribes to the City values of effective service, quality, trust, and the worth of the individual, innovation, future orientation, professional conduct, individual dignity, integrity, honesty and public trust. The department is organized into four divisions: Patrol, Investigations, Special Operations and Administration.

Fire Department

The mission of the Fire Department is to efficiently and effectively maintain the highest levels of fire and life safety services for our community, and to minimize loss of life and property damage. The department is comprised of professional and volunteer men and women that number 65 career personnel and 30 volunteer firefighters. The department is organized into five service divisions. These divisions are designed to provide an effective and high quality delivery of emergency and support activities directed to meet the department's mission.

Public Works Department

The mission of the Public Works Department is to “provide prompt, courteous service to the citizens of Fairfield and to design, build, maintain and operate facilities in the City of Fairfield for the maximum level of service.” The management team comes from diverse academic backgrounds, including public works administration, public contract law, sanitary engineering, construction practices, water law, quality control, property acquisition, relocation assistance, and transportation planning and operation. The department consists of six functional areas: Administration, Building, Engineering, Operations, Water and Transportation. The Public Works Department maintains 55,640 trees, 1,272,480 feet of sewer mains, treats 62.5 million gallons per day (mgd), performed 15,340 inspections of new and remodel construction, and collected fees on \$187,054,662 of total construction value. Power, Heating and Cooling system improvements are projected to save the City between \$265,000 to \$421,000 per year in energy and operational costs.

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